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ABSTRACT

Phase II of the Emergency School Assistance Program (ESAP), a federal program designed to aid local education agencies in bringing about racial desegregation of their public school systems is discussed. This phase is an intensive study of 20 selected ESAP districts, which identifies and documents ESAP activities that have successfully aided the desegregation process. The following study objectives were established; (1) increase the understanding of how and why local school districts implement ESAP projects, (2) identify special problems of local education agencies in relation to their process of school desegregation, and (3) evaluate the social and educational impacts of current ESAP activities in meeting their special problems and identify any features that tend to make an activity successful. The evaluation process in Phase II consisted of three parts: (1) individual case studies, (2) comparative analysis of ESAP activities, and (3) survey instruments. Conclusions include: (1) the ESAP activities tended to help the process of desegregation but had little effect on the quality of education in the schools; (2) Counseling activities received high marks by their evaluators for their roles in aiding desegregation; (3) ESAP provided local school officials with an acceptable reason for undertaking certain actions; and (4) The 20 districts included a mixture of many successful and few unsuccessful ESAP activities. Appendices A through T include data on the 20 district studies. (For related documents, see ED 058 470-471.) (CK)

ED 058 472

RMC
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Final Report UR-163

EVALUATION OF THE EMERGENCY SCHOOL ASSISTANCE PROGRAM

Volume III: Design and Findings of
Phase II Case Studies

in three parts
Part A: Text

September 15, 1971

AA 000 776

a division of Resource Management Corporation
7910 Woodmont Avenue, Bethesda, Maryland 20014

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EVALUATION OF THE EMERGENCY SCHOOL ASSISTANCE PROGRAM

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Volume III: Design and Findings of Phase II Case Studies

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Part A: Text

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September 15, 1971

Prepared for

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U.S. Office of Education
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PREFACE

These three volumes constitute the final report for the outside educational evaluation of the Emergency School Assistance Program carried out by Resource Management Corporation under contract to the U. S. Office of Education. While two earlier interim reports described various aspects of progress during the study, this final report is complete in itself and intended to serve as a total record of study design and findings.

Volume 1 is a summary of the overall study. While briefly describing the technical approach and methods, it mainly presents and interrelates the findings of the survey of Phase I and the case studies of Phase II.

Volume 2 describes Phase I in detail. It discusses the methods, data, and conclusions stemming from the survey of a random sample of 252 school districts.

Volume 3 discusses the insights gained from extensive examination of 20 selected school districts. Included as separate appendices are lengthy case histories of each district.

ACKNOWLEDGMENTS

Many people contributed to the preparation of the Phase II evaluation of the Emergency School Assistance Program. Dr. Kenneth F. Gordon had overall responsibility for total project management and for liaison with the U.S. Office of Education. Mr. Paul F. Dienemann was the Phase II Director and supervised the case study research and coordinated the preparation of the case histories. He was also principal investigator in several case reports.

Dr. George T. Donahue and Mrs. Naomi H. Henderson made valuable contributions to the Phase II study design as well as being principal investigators of individual case studies. Both were also heavily involved in the comparative analyses of ESAP activities. Other RMC investigators were Messrs. Garrett H. Weinberg, Carlos F. Montoulieu, Lawrence I. Weiner, and David P. Osborne.

Approximately half of the Phase II field work was subcontracted to Mark Battle Associates, and was managed by Mr. Robert C. Appleman. Principal investigators who contributed significantly were Messrs Norbert S. Sinclair, Jerome G. Tudos, William C. Watson, and Mrs. Eleanor Brown. Mr. Shelton M. Granger provided additional guidance to the MBA work.

Among the outside consultants, Mr. Robert R. Craft and Dr. Barbara J. Gordon were principal investigators in individual Phase II case study evaluations. Miss Carolyn Dorsey, New York University, helped evaluate black studies programs; Dr. Daniel Stufflebeam, Ohio State University, and Dr. Richard E. Snow, Stanford University, helped formulate the study design for the Phase II evaluation.

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1

INTRODUCTION

The Emergency School Assistance Program (ESAP) is a federal program to aid local education agencies in bringing about racial desegregation of their public school systems.[1] ESAP is directed towards the special needs incident to desegregation, and to this end it is providing assistance designed to make the transition to a unitary school system a successful and smooth process. The general purpose of ESAP is summarized by the statements set forth in the authorizing regulations:

> The purpose of the emergency assistance to be made available... is to meet special needs incident to the elimination of racial segregation and discrimination among students and faculty in elementary and secondary schools by contributing to the costs of new or expanded activities--designed to achieve successful desegregation and the elimination of all forms of discrimination in the schools on the basis of students or faculty being members of a minority group.

As a result of the broad wording in the ESAP regulation, an extremely wide variety of educational activities were funded. The regulations specified the following general categories for activities that LEAs could undertake with ESAP funds.[1]

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[1] Throughout this report, the terms local education agency (LEA), and school district, are used synonymously.

I Special Community Programs
II Special Pupil Personnel Services (including remedial services)
III Special Curriculum Revision Programs
IV Special Teacher Preparation Programs
V Special Student-to-Student Programs
VI Special Comprehensive Planning and Logistical Support
VII Other ESAP Programs

RMC, Inc. was selected by the U. S. Office of Education to undertake a comprehensive evaluation of the overall ESA program and the variety of activities therein. This evaluation is the independent, outside evaluation required by the authorizing regulations and is sponsored by the central planning and evaluation agency within USOE.

A two-phased approach was used by RMC to obtain information about ESAP to fulfill the overall study objectives. Although the broad purposes of the two concurrent phases are similar, it is important to clearly distinguish between them since the data collection and analysis methodology are considerably different.

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1. To achieve consistency throughout this study, and avoid possible confusion, RMC, Inc. has adopted the following definition of ESAP terms. It is believed they are generally compatible with definitions used by the U. S. Office of Education and most field personnel.

Activity:	used to describe the ESAP functions of a particular type being carried out within a school district. For example, a teacher training activity in five schools of Richmond, Virginia.
Project:	used to describe the package of activities funded by an ESAP grant at a specific school district. The ESAP project in a particular school district may include one or more activities.
Program:	used to describe the overall ESA program. In total, the program consists of ESAP projects at about 900 school districts.

Phase I is a broad survey of 252 school districts, which is about 30 percent of those receiving ESAP funds. A stratified, random sample was selected to obtain data representative of the total program. Field teams visiting each district administered highly structured interviews to ESAP project directors, principals, teachers, and students. A field staff of about 70 persons completed over 10,000 interviews at the close of field work for Phase I. In addition, a mail questionnaire was sent to all members of the ESAP Bi-Racial Advisory Committee (BRAC) in all 900 districts.

Phase II is an intensive study of twenty selected ESAP districts. While also seeking information that will assist in fulfilling the ESAP evaluation, Phase II identifies and documents ESAP activities that have successfully aided the desegregation process. While several common data collection instruments were used in the 20 districts, a basic thrust for Phase II is an in-depth, case study examination of the ESAP activities in an LEA, allowing concentration on the special characteristics of each situation.

APPROACH TO PHASE II

Phase II of the ESAP evaluation provides an opportunity to examine in an intensive manner the projects at 20 local education agencies and is designed to complement the survey research performed in Phase I. It was stipulated by USOE that the Phase II sample be selected from districts that have been reported to be meeting with success and could be expected to yield an evaluation of exemplary districts. The intention for doing this was to document and report case studies of successful projects to guide future desegregation planning and show benefits of a positive approach. This goal at best was only partially achieved, as will be pointed in Chapter 2, since the districts selected were found to have one or two activities that can be characterized as exemplary along with several other activities that cannot. The result was a sample of ESAP activities from 20 school districts whose general performance and overall effectiveness are somewhat mixed.

The following general objectives were established by RMC, Inc. and the Office of Education to guide the Phase II ESAP evaluation:

- increase the understanding of how and why local school districts plan and implement ESAP projects,
- identify the kinds and intensity of special problems of local education agencies in relation to their process of school desegregation, and
- evaluate the social and educational impacts of current ESAP activities in meeting their special problems and identify any features that tend to make an activity successful.

To meet these objectives, the Phase II evaluation of the 20 ESAP-funded projects was separated into three parts: (1) individual case studies, (2) comparative analysis of ESAP activities, and (3) survey instruments. The first research effort was conducted by six case study teams each responsible for three or four LEAs. Each team was responsible for the field work and data collection activities according to the guidelines set forth in the Phase II evaluation design, as well as for preparing the case study reports.

The comparative analysis of the Phase II evaluation utilizes the data collected by the study teams and their reported findings to identify general trends and conclusions about ESAP activities. Comparisons are made of similar activities across districts. This effort was undertaken by a smaller group of analysts and was integrated wherever possible with the Phase I analysis.

In addition to the on-site evaluation of the 20 Phase II districts, three structured survey instruments were developed to secure common measures across all districts with similar activities. A mailed questionnaire was sent to a randomly selected sample of parents in all districts; an interview questionnaire was administered to ESAP counselors by the Phase II field team; and a mail-back questionnaire was given to teachers participating in ESAP activities. The results of these surveys are included as appropriate in both the case study evaluations and the cross-district analysis.

STAFFING FOR CASE STUDY EVALUATIONS

The on-site evaluations of the 20 Phase II districts were conducted jointly by the staff of RMC, Inc. and a subcontractor, Mark Battle Associates (MBA) of Washington, D.C. Each organization had primary responsibility for roughly half the LEAs and provided support to others. The field teams were purposely selected to achieve a balance among minority and non-minority ethnic groups. In total, the evaluation staff from the two organizations had 11 blacks, eight whites, and one Spanish-American. Five of the 13 principal investigators were from minority groups; and one of the three consultants hired to support the field evaluation effort was black. Sixteen of the 20 districts were evaluated by a team with both minority and non-minority staff. The others were evaluated by only one person or by a team of the same race.

OUTLINE OF REPORT

Chapter 2 of this volume describes in detail the methodology used to collect data and conduct the on-site evaluation of the 20 Phase II ESAP projects. The procedures used to select the Phase II sample are also described. Chapter 3 summarizes certain aspects of ESAP activities, compares similar activities, and gives the general findings and results within major activity groups. Chapter 4 reports the findings of the survey data from the parent and teacher questionnaires. The last chapter summarizes the overall conclusions and recommendations that can be made about the ESA program and specific activities based on the analysis of the 20 selected districts. The problem of generalizing from these results to the entire 900 ESAP school districts is discussed. Comprehensive case study evaluations of the 20 Phase II districts are presented as appendices to this report.

2

PHASE II STUDY DESIGN

This chapter describes the methodology and analytic framework used by RMC to evaluate the 20 selected ESAP projects and later to seek common trends and conclusions about similar ESAP activities. The procedure for selecting candidate LEAs for the Phase II evaluation and the difficulties associated with this task are also discussed. The last section included in this chapter is a summary of the field staff organization established by RMC to collect data and conduct the on-site evaluation of the selected districts.

EVALUATION DESIGN

The nature of the case study approach is to examine each district as a separate situation, thus allowing investigation and evaluation to incorporate the special circumstances of that situation. Because a large number of research staff of varying backgrounds are required to properly investigate 20 districts, it is important to have a well defined structure or framework to guide them in data collection and evaluation. This serves both to provide consistency to the case studies and to channel or structure the subjective judgments that are inherently a part of a case study approach. Since the investigator can (and must) develop his case study in response to local conditions, the evaluation structure provides him with the necessary consistent guidance. This evaluation framework was also very helpful in the process of training the field researchers.

The evaluation design developed for Phase II is summarized in Table 2-1. It is an adaptation of the CIPP concept (context, input, process, and product) developed by Dr. Daniel Stufflebeam and Dr. Egon Guba for use in other types of educational research.

It is structured in four parts relating to the chronology of events surrounding the inception, design, implementation, and impact of an ESAP activity. The four categories are defined as follows:

- Context--description of existing local conditions and environment that stimulated activity design. Includes identification of special needs and problems as well as target population. Most important, the context defined the specific objectives, goals, and expectations of the ESAP activity.
- Design--describes the original activity plan designed by the LEA to achieve the ESAP goals. Includes statement of procedures, schedules, budget, staffing, facilities, and role of participants. Plans can be modified to meet revised objectives or planned variations for specific schools or participants.
- Process--a complete reporting of ESAP activities as they actually occurred with a full reporting of all events and circumstances that affected the process. When and where activities were conducted, who participated, how long it lasted, and other relevant facts are included.
- Output--defines the ESAP activity results in terms of specific effects or impacts. This could include changes to existing organizations or structures, interracial attitudes and behavior, and academic performance. Unintentional or unexpected effects should also be noted.

As suggested in Table 2-1, information and content identified in the four parts of an activity will be secured in three ways:

- Claims refer to reports by individuals about events in which they were directly involved. Their involvement can be as activity designer, administrator, participant, or anyone who has a special interest in the activity's effect. These data can be obtained by personal interviews, written questionnaires, or mailed questionnaires. In all cases, however, the responses are individual opinions. We must realize that even though there is a chance that these reports may be unreliable and misleading, they constitute the primary source of data for the ESAP evaluation.

Table 2-1

GENERAL FORMAT FOR EVALUATION OF ESAP PROJECTS
WITHIN LOCAL EDUCATIONAL AGENCY

	CONTEXT	DESIGN	PROCESS	OUTPUT
Claims (Self Reports)	1. Special needs and problems of LEA.	1. Proposed plan and procedures to achieve objectives.	1. Project procedures implemented.	1. What are organizational or structural changes resulting from project?
	2. Target population--grade levels, special children, etc.	2. Mechanisms--activities and methods to be used.	2. Activities and methods actually used.	2. Attitudes and expectations.
	3. Opportunities and available resources.	3. Schedule--frequency of meetings, etc.	3. Record of events--number of meetings, frequency, participants reached.	3. Knowledge gained.
	4. LEA Project objectives and goals.	4. Project budget.	4. Description of actual activities with assessment of events: • off schedule/on schedule, • didn't hire staff/adequate staff, • money poorly/properly allocated, or • facility--misuse/good use.	4. Skills learned.
	5. Expectations of outcome.	5. Staffing plan.		5. Behavioral changes.
		6. Project organization.		6. Were there any unexpected results?
Verification (Direct Evidence)	1. Check extent of needs and problems with outside sources.	1. Revised plans (e.g., proposal modifications).	1. Investigate reported events.	1. Test scores.
	2. Verify existence of target population.	2. Planned variations on the original plan.	2. Discrepancy checks.	2. Attendance record.
	3. Written memos or documents supporting context claims.	3. How roles of participants have changed from original assumption.	3. Observe activities in person.	3. Written reports of reported outcomes.
			4. Verify reported description (item 4 above).	4. Vandalism.
				5. Check new organizations, structures.
				6. Verify reported outcomes with outside sources.
Evaluation	1. Are project objectives known and clear?	1. How good or valid is project design?	1. What is link between planned design and actual process?	1. What is link between project results and stated objectives?
	2. Do objectives relate to needs and special problems?	2. Does design relate to objectives?	2. Does evidence support claimed activity?	2. Does direct evidence support claimed results?
	3. Do objectives have role in desegregation?	3. Can planned procedures reach all target population?	3. Given the design--is it worth it?	3. What is relationship to desegregation?
	4. What is educational worth of claimed objectives?	4. Are revisions in keeping with stated objectives?	4. Does actual process relate to objectives?	4. Is emphasis where it should be?
			5. Is project making progress toward goal?	
			6. Quality of staff--training received.	

- Verification is the attempt to obtain outside reports and direct evidence to substantiate the claimed reports. This applies to claims about project context, design, process, and outputs. In some cases the opinions of persons outside the project are sufficient evidence for verification. In other cases, written reports, memos, observations, and other hard data should be secured. The most difficult of all tasks in the Phase II evaluation plan will be the verification of project outputs. This can be traced to a number of reasons: for one, the lack of pre-test/post-test data; for another, the limited time period that most ESAP activities have been operating. Many activities--particularly curriculum revision activities--are still being developed and will not be completed until next year.
- Evaluation, as identified in Table 2-1, requires a value judgment to be made about the worth of the reported (and verified) context, design, process, and output of each ESAP activity. Specific evaluation topics are listed in that table for each of these areas. Although judgments can be secured from ESAP staff as a self-evaluation, the primary responsibility will fall on RMC and MBA evaluators.

The basic structure presented by the matrix in Table 2-1 gives a complete framework for conducting the individual case study evaluations of individual ESAP projects. Although separate evaluations are made about project context, design, process, and outputs, the main analysis centers on how outputs relate to context and how actual process related to design.

Data collection guidebooks were prepared to aid the field evaluation teams collect and record the information about ESAP activities at the 20 Phase II districts. The format of the guidebook followed directly from the evaluation matrix design and identified specific questions to be answered and data to be collected for each matrix cell. A separate guidebook was used for each activity being evaluated, and, if necessary, for each person interviewed.

The outline for the case study reports was also patterned after the basic evaluation design. Written documentation about the contents of each cell in the matrix and a discussion of the relationships between cells for each ESAP activity constitute the body of the case study report for each LEA.

This same matrix structure, which was used to guide the data collection and individual case studies, also provided the key to our cross-district analysis of the major ESAP project activities. Analyses were performed to compare the contents of identical cells among districts with similar activities. Causes for differences (or similarities) were examined for activity context, design, process, and output.

Having completed the analysis of individual ESAP activities for the 20 LEAs using the basic Phase II evaluation design, it was possible to make comparative evaluations of their relative merits.

SAMPLE SELECTION

To assemble the list of local education agencies for Phase II evaluation, RMC solicited nominations from a variety of agencies who had current knowledge of the events and progress at districts with ESAP projects. Recommendations were requested from:

(1) HEW regional offices in Philadelphia, Atlanta, Dallas, and Chicago;

(2) university school desegregation assistance centers in 12 southern states;

(3) the Washington Research Project--a private non-profit organization doing early ESAP evaluations;

(4) the Division of Equal Educational Opportunities of USOE;

(5) the staff of the Senate Select Subcommittee on Equal Educational Opportunity; and

(6) HEW Office of Civil Rights.

The following guidelines were established and given to the agencies to help identify ESAP projects for Phase II evaluation:

(1) Select projects that are helping school desegregation in a particularly effective or innovative way.

(2) Projects should be of reasonable size in terms of the amount of resources available to the LEA participants. Avoid projects where resources are thinly spread over the school district.

Table 2-2

COMPARATIVE CHARACTERISTICS OF PHASE II DISTRICTS

LEA	1970-71 Pupil Enrollment	Students			No. of Schools	1970-71 School Budget (millions)	Per Pupil Expenditure[1]	ESAP Activities (RMC Categories)[2]	ESAP Budget
		Black	White	Spanish Speaking					
A. Abilene, Texas	19,781	8%	79%	13%	35	$11.7	$ 528	1, 9, 14, 15	$ 67,500
B. Auburn, Ala.	3,377	34%	66%	-	7	$ 1.4	$ 400	2, 6	$ 63,740
C. Charlotte, N.C.	80,898	30%	70%	-	103	$52.0	$ 663	1, 2, 5, 7, 8, 13, 14, 16	$ 708,100
D. Dorchester, Md.	6,477	40%	60%	-	21	$ 4.6	$ 713	3, 4, 5, 6, 7, 14, 16	$ 120,666
E. Dumas, Ark.	2,593	57%	43%	-	3	$ 1.2	$ 457	3, 6, 7	$ 84,560
F. Durham, N.C.	13,149	63%	37%	-	25	$ 9.3	$ 800	1, 2, 3, 5, 7, 8, 11, 14	$ 229,783
G. Hampton, Va.	31,971	27%	73%	-	40	$20.0	$ 582	6, 7, 9, 11, 12	$ 172,366
H. Lexington, N.C.	4,814	24%	76%	-	9	$ 3.1	$ 552	9	$ 22,000
I. Salisbury, N.C.	3,862	37%	63%	-	7	$ 2.9	$ 576	2, 3, 7, 8, 11, 13	$ 75,000
J. San Antonio, Tex.	74,423	16%	24%	60%	96	$45.0	$ 540	1, 2, 3, 5, 7, 9, 13, 17	$1,165,300
K. Greenville, S.C.	59,000	22%	78%	-	101	$25.0	$ 503	1, 3, 5, 6, 7, 10, 14	$ 359,998
L. Harrisburg, Pa.	12,484	58%	42%	-	17	$12.9	$1,000	1, 4, 6, 7, 9, 13, 15	$ 75,723
M. Kankakee, Ill.	7,701	21%	79%	-	14	$ 7.6	$ 986	4, 12	$ 35,960
N. Macon, Ga.	5,211	95%	5%	-	11	$ 3.0	$ 440	6	$ 90,018
O. Polk County, Fla.	57,933	22%	88%	-	81	$87.0	$ 640	1, 5, 7, 9, 12, 14	$ 380,000
P. St. Landry, La.	21,082	53%	47%	-	43	$13.4	$ 550	1, 4, 6, 7, 8, 14, 16	$ 303,603
Q. Sumter, S.C.	11,943	42%	58%	-	15	$ 4.9	$ 431	2, 4, 5, 9, 13	$ 156,243
R. Tuscaloosa, Ala.	12,264	27%	73%	-	21	$ 6.4	$ 396	2, 6, 7, 8, 10, 13, 16	$ 124,950
S. Williamson, Tenn.	6,602	21%	79%	-	13	$ 3.3	$ 506	7, 17	$ 9,750
T. Escambia, Fla.	46,987	25%	75%	-	66	$36.0	$ 765	4, 6, 7, 8, 14, 15, 16	$ 224,895

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1. For comparison, the national average per pupil expenditure is $703.
2. These 17 categories expand upon the categories established by USOE for use by grantees; they were developed by RMC from Phase I field data. Category identification is included in Chapter 3, p. 17.

(3) Projects should be reasonably well along in their schedule prior to our evaluation.

(4) The likelihood of LEA cooperation should be good.

(5) Avoid districts that have been extensively reviewed by other outside agencies.

Unfortunately, the actual selection process had to be based on much less information than was asked for in these guidelines. The difficulties arose primarily because many projects were just getting underway in January 1971 (when the selection was being made). Also, with over 900 school districts to choose from, the task of getting factual and up-to-date information about the status of the ESAP activities was nearly impossible. The available information about a school district tended to be based on reports of one or two activities and did not necessarily reflect the accomplishments of all activities.

By mid-February a master list with approximately 75 LEA sites had been compiled from the responses from all sources. These were grouped by state and checked with reports and personnel at the HEW Office of Civil Rights for racial balance and compliance to court order and HEW desegregation plans. Districts with highly questionable records were eliminated. An investigation was then conducted of the remaining LEAs, with ESAP grant applications as a reference for project design and funding. The sample was reduced to 26 LEAs, balanced according to size and variety of projects. The sample was then reduced to the desired number of 20 upon completion of actual site visits. Final selection criteria focused on preliminary assessments of field teams, expectation of LEA cooperation, and geographic location. Table 2-2 lists the final 20 districts and several comparative characteristics for each.

Although LEAs were originally included because some knowledgeable person indicated they were doing something particularly effective under ESAP, none of the ESAP projects at the 20 LEAs are claimed to be totally exemplary. In some cases, only one ESAP activity out of the several that were funded is worthy of special recognition. In other districts, activities were apparently nominated on the basis of their innovative design and not actual process or output. As a result, the final sample of Phase II ESAP projects can be best characterized as comprising a variety of activities of different types and sizes, some exemplary and others with varying degrees of success and overall effectiveness.

ORGANIZATION OF ON-SITE FIELD DATA COLLECTION

Table 2-3 shows the staffing plan for the evaluation of the 20 Phase II ESAP projects. A distinction is made between principal investigators who had primary responsibility for the individual case study evaluations and other evaluators. The latter designation identifies members of the evaluation team who assisted in various roles in the field evaluation work. The principal investigators were the primary authors of the final case study reports. Also shown is the company affiliation for each of the evaluation team members.

To the extent that it was practical, the field teams were staffed with both minority and non-minority evaluators to avoid either an all-white or all-black reaction by LEA staff or bias in our observations. RMC felt very strongly about this matter and considered it important to the success of the Phase II evaluation effort. For the same reasons, the staffing plan included a Spanish-American evaluator on the team visiting San Antonio, Texas. By doing this, the feelings and beliefs of all ethnic groups could be represented and become part of the evaluation effort. On many occasions, this staffing made it possible to match the race of the interviewer and interviewee and establish better rapport between them. This often led to a more open and honest discussion of problems relating to school desegregation and impacts of the ESAP activities.

A series of orientation visits were conducted in early March to all Phase II districts soon after the selection process was complete. The objective of this initial visit was to establish rapport and a climate of acceptance and cooperation with the LEA administration and ESAP staff, and to secure accurate, up-to-date information about the activities financed with ESAP funds. This information was vital to the development of a comprehensive evaluation design for the Phase II

Table 2-3

PHASE II FIELD TEAM STAFFING

Local Education Agency	Principal Investigators	Other Evaluators
RMC Team		
Abilene, Texas	P. Dienemann	W. Lucas (MBA)
Auburn, Alabama	L. Weiner	B. Watson (MBA)
Charlotte-Mecklenburg, N. C.	N. Henderson	G. Weinberg (RMC)
Dorchester, Maryland	B. Gordon	C. Montoulieu (RMC)
Dumas, Arkansas	G. Donahue	
Durham City, N. C.	N. Henderson	S. Granger (MBA)
		C. Dorsey (Consultant)
Hampton, Virginia	R. Craft	W. Lucas (MBA)
	P. Dienemann	
Lexington, N. C.	G. Weinberg	N. Henderson (RMC)
Salisbury, N. C.	G. Weinberg	N. Henderson (RMC)
San Antonio, Texas	C. Montoulieu	W. Lucas (MBA)
MBA Team		
Greenville, S. C.	R. Appleman	R. Cambridge (MBA)
		B. Diggs (MBA)
Harrisburg, Pennsylvania	N. Sinclair	
Kankakee, Illinois	J. Tudos	G. Donahue (RMC)
Macon, Georgia	W. Watson	L. Weiner (RMC)
Polk County, Florida	R. Appleman	R. Cambridge (MBA)
		D. Osborne (RMC)
St. Landry, Louisiana	E. Brown	N. Sinclair (MBA)
Sumter 17, S. C.	R. Appleman	E. Brown (MBA)
		B. Diggs (MBA)
Tuscaloosa, Alabama	W. Watson	
Williamson County, Tenn.	J. Tudos	G. Donahue (RMC)
Joint Team		
Escambia, Florida	N. Sinclair (MBA) G. Donahue (RMC)	V. Ivey (RMC)

study. A first-hand accounting and observation of actual ESAP operations at local school districts was essential to design a meaningful and realistic evaluation plan.

Follow-up evaluation trips to each of the 20 LEAs were conducted in two waves. The first trips were made during April for the purpose of securing factual data such as standard test scores, attendance rates, ESAP budgets, etc., and general information about the community that might reveal ESAP impacts or have some bearing on the project context, design, process, or output. A "Mandatory Data Collection Guide" was prepared to assist the field teams in this matter.

Simultaneously with the first wave of LEA site visits, the detailed Phase II evaluation design was developed and Data Collection Guidebooks prepared. Upon completion of these tasks, a training session was held at RMC for all members of the evaluation staff to familiarize them with the final details of the Phase II evaluation design and their responsibilities for securing data. Each team member was given a copy of the "Case Study Guide for ESAP Phase II Evaluation." This document summarized the information explained during the training session and included the following items:

- Phase II Evaluation Plan,
- Synoptic Outline for Case Study Report,
- Sources of Information, and
- Sample Data Collection Guidebook.

During the training session, each team developed a list of persons to be interviewed at each LEA for each ESAP activity being evaluated. This list became the guide for planning all subsequent visits to the Phase II districts. The actual number of persons interviewed at each LEA ranged from 15 in the smaller districts to over 50. An average of 35 community and school personnel was interviewed in each LEA. The total time spent at each site including the orientation visit, the data collection trips, and subsequent evaluation visits averaged about 15 man-days per LEA.

20

3

COMPARATIVE ANALYSIS ACROSS DISTRICTS

INTRODUCTION

The primary purpose of the Phase II evaluation was to conduct an in-depth study of ESAP projects at 20 LEAs in order to report all relevant and noteworthy findings and to document the success of exemplary activities. That purpose is fulfilled primarily through the comprehensive case studies of each LEA, which are attached as appendices to this volume. However, RMC has also conducted comparative analyses across districts within each major activity category as a way of drawing together the lessons learned from this phase of the study. This chapter presents the results of that comparative analysis.

From the individual case study reports RMC looked for common trends and conclusions with regard to the relative effectiveness of the major activity categories as they contributed to amelioration of problems incident to desegregation or to the quality of education. Twenty districts, with approximately 100 activities, is a small sample and is a delimiting factor. However, since the analysis of Phase II is intended to supplement the Phase I survey by providing additional insights, it is felt the sample size is not a crucial element.

ANALYSIS DESIGN

The case studies contained in the appendices as well as the cross-district analyses in this chapter, utilize the taxonomy of activities defined by RMC in the

Phase I study.[1] This was done to provide consistency with the Phase I evaluation and because the RMC categories are more homogenous than those originally used by USOE. The RMC categories are:

(1) personal community activities,
(2) non-personal community activities,
(3) counseling,
(4) counseling support,
(5) ethnic classes and materials,
(6) non-ethnic classes and materials,
(7) teacher training,
(8) teacher aides and support personnel,
(9) student-to-student activities,
(10) busing,
(11) remedial education personnel,
(12) remedial education programs and materials,
(13) comprehensive planning,
(14) administration personnel,
(15) materials and equipment,
(16) portable classrooms and facilities improvement, and
(17) others.

Table 3-1 shows how these RMC categories correspond to the original program components listed in the ESAP regulations. Since, in some cases, only a few activities of a particular category were funded in the 20 districts studied, the analysis for some categories is sometimes brief or was combined with a similar activity. For example, categories 3 and 4, counseling and counseling support, were treated as one activity in the comparative analysis.

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[1] See Appendix B of Volume II for a complete description and definition of the RMC taxonomy.

Table 3-1

Original USEO Categories	RMC Taxonomy
I Special Community Programs	1. Personal Community Activities 2. Non-Personal Community Activities
II Special Pupil Personnel Services	3. Counseling 4. Counseling Support 11. Remedial Education Personnel 12. Remedial Education Programs and materials
III Special Curriculum Revision Programs	5. Ethnic Classes and Materials 6. Non-Ethnic Classes and Materials 15. Materials and Equipment
IV Teacher Preparation Programs	7. Teacher Training 8. Teacher Aides and Support Personnel
V Special Student-to-Student Programs	9. Student-to-Student Activities
VI Special Comprehensive Planning and Logistical Support	10. Busing 13. Comprehensive Planning 14. Administration Personnel 16. Portable Classrooms and Facilities Improvement
VII Other	17. Others

Early in the study areas of inquiry were defined to guide the analysis into each of the four important areas of context, design, process, and output. In writing the case studies, the areas of design and process were sometimes combined for clarity of presentation. The summary charts of cross-district activity categories presented later in this chapter are intended to be visual, synoptic presentations of the key activity descriptors in each of the 20 LEAs with an activity in that category. For example, the needs and problems that are identified respond to a context question, operational problems to a process question, and output and assessment to an output question. The narrative accompanying each chart responds to other questions. The key questions addressed are listed below. Not all questions are appropriate for each activity category, e.g., a community information activity would not be responsive to the question in the output category, "Did the activity have an impact on the academic gap among students?" The summary charts and the accompanying discussion respond to the questions that are appropriate for that activity category. In many cases, of course, certain questions were not discussed since information and data were not available in the LEAs at the time of the site visits. The conclusions and recommendations in the appropriate sections of this chapter (and in Chapter 5) represent the best judgment of RMC and Mark Battle, and thus a certain degree of subjectivity is undoubtedly involved. Because of the small number of similar activities of a given type and their uniqueness, there is little value in aggregating activities as was done in Phase I.

AREAS OF INQUIRY FOR PHASE II CROSS DISTRICT ANALYSIS

Context Questions

(1) What are the needs and special problems of the LEA related to education and desegregation?

    a. What are the local conditions that prompted the need for this activity?

b. What are the target populations and the criteria for their selection of the activity addressed?

(2) What are the goals and objectives of this activity?

a. Are the objectives related to problems of school desegregation? How?
b. Are the objectives oriented to improving the educational quality of the school program? How?

Design Questions

(1) Does the activity design relate closely to the identified needs and problems of the LEA?

(2) Does the activity design relate directly to the goals and objectives as stated?

(3) Is the activity thought to be innovative?

a. In education generally?
b. In the local LEA?

(4) Is the activity integrated and/or coordinated with appropriate existing program activities at the LEA?

(5) What is the role of the activity in implementing the voluntary or court-ordered desegregation plan?

(6) Does the activity design include any plans for assessment of its effectiveness?

(7) What is the role of the activity in improving the quality of education?

Process Questions

(1) What were the characteristics of the actual ESAP activities that were implemented, including:

a. The frequency of activity meetings or events.
b. The hours of the activity.
c. The geographical accessibility of the activity location.
d. The attendance of participants.
e. Racial mix of participants.
f. The planned implementation schedule of the activity.
g. The securing and deployment of adequate, trained staff.
h. The proportion of target population being reached.
i. Evaluation processes being implemented by the LEA.

(2) If original plan for the activity was altered, how was it altered and why?

Output Questions

(1) Were organizational or structural changes made in the school or school district because of this activity? Describe.

(2) What was the activity impact on interracial outcome measures such as:

a. Improved black attendance.
b. Improved white attendance.
c. Student-student relationships.
d. Teacher-student relationships (black/white).
e. Teacher-teacher relationships.
f. Academic gap.
g. Student activities and involvement.
h. Student groupings.

(3) Did the activity reach the participants most needing the service of the activity?

(4) Did the activity achieve its objectives? To what degree?

(5) Were there any unexpected results? What were they?

General Questions

(1) How effective was the management of the activity with respect to:

a. Community support.
b. Administrative support.
c. Teacher support.
d. Student support.
e. Communications to staff and participants.
f. Technical and professional assistance by DEEO, OE Regional Offices, state education departments, etc.

(2) Does the activity have applicability for transfer to other LEAs?

PERSONAL COMMUNITY PROGRAMS

Introduction

Community programs included under this activity are those where personal (or face-to-face) contact is made with community residents by school staff paid with ESAP funds. Some ESAP school districts felt they could best disseminate information about the desegregation and education process to the community in face-to-face encounters. This approach usually had two purposes:

(1) increased contact with the community about school issues, and

(2) immediate confrontation with prospective problem areas.

Of the 20 sites visited in the Phase II evaluation, eight had activities that can be identified as person-to-person. Table 3-2 details information about the activity funded in each of the eight sites.

Rationale

When USOE issued guidelines for "Special Community Programs," there were four areas given as examples for which LEAs could seek funding:

(1) Promoting Understanding,

(2) Community Information Programs,

(3) Committee Support, and

(4) School-Home Visiting Program.

The bulk of the eight programs concentrated on promoting understanding (through the use of aides, with meetings, or hiring specialists) and variations on the school-home visiting program.

The rationale expressed by the eight sites for seeking funding in this area seemed to fall into two categories:

(1) There was poor communication between the home and school (e.g., parent apathy, no teacher contact with home, school unaware of reasons for chronic absenteeism).

(2) Tense racial situation prior to the beginning of the 1970-71 school year (e.g., parents upset over busing, student protest).

Activity Problem Areas

Even though the eight sites had similar programs, the problems were varied. In general, the problems can be grouped into two categories: problems linked with funding and problems that affected participants and/or ESAP staff hired.

Table 3-2

PERSONAL COMMUNITY PROGRAMS

LEA	Activity Title	$ Allocated	LEA Needs/Problems	Objectives	Target Group	Staff Hired	Operational Problems	Output and Assessment
Durham, North Carolina	Home-School Coordinators	$50,041	Students and parents fearful of new, integrated schools. Poor communication between home and school.	Work with the home and school to foster a better understanding of children who have learning and adjustment problems.	Junior High School students and their parents	4 professionals (2 black, 2 white)	Tense situation at junior high schools between long established "Dean of Students," principals and home-school coordinators. High school coordinator reported directly to central office staff rather than to individual principals. Some h-s coordinators not aware of opportunities or agencies in community that could help clients. Unable to reach all students or parents in need.	Aided desegregation by improving attitudes of students and parents of both races toward the school. Helped black and white teachers better understand home environment of pupils. Improved education by reducing drop-out rate and discovering causes of chronic absenteeism. Improved communications between school and community.
Abilene, Texas	School-Community	$28,000	Increase in student dissent over conditions of newly integrated schools. Poor communication between home and school.	To help make the community and particularly the schools sensitive to the feelings and attitudes held by ethnic minorities and to rebuild within minority groups positive feelings and attitudes toward school and education in general.	Parents and students of Abilene City Schools	Director of Human Relations (white) 8 Coordinators (4 Mexican-Americans 4 blacks 1 bi-lingual Anglo American)	Staff had varied educational and professional backgrounds (see Appendix A-page 8 for full description). Coordinators were seen as HEW "spies." Difficulty in helping black parents talk with school staff. Duties of community coordinators spread over too wide an area. (They were also responsible for running video tape machines at teachers' requests).	More students received free lunches, medical attention. Chronic absenteeism dropped. More frequent parent-teacher conferences. Better communication between school and home.

Table 3-2

PERSONAL COMMUNITY PROGRAMS (Continued)

LEA	Activity Title	$ Allocated	LEA Needs/Problems	Objectives	Target Group	Staff Hired	Operational Problems	Outputs and Assessment
Charlotte-Mecklenburg, North Carolina	Community Aides	$405,497[a] a/ Budget includes Community Information Center and Community Aides.	Students bussed long distances away from known communities-increase in feelings of insecurity.	Aides were to be used to interpret school activities and programs to parents; help teachers understand needs of distant community children; and to facilitate the bus ride to and from the paired schools.	Students of elementary Charlotte-Mecklenburg school and their parents	In-service coordinators (2 blacks). Aides 75 white 52 black	Principals late in making recommendations of persons qualified to act as community aides. Coordinators hired in Spring of 1971 long after project was underway; leading to some management and training deficiencies. Some teachers uncooperative about using aides in the classroom.	Teachers better able to understand environment of pupils. Teachers better able to interact with parents because of input from aides. Aides were able to attend workshops and seminars to gain specific skills.
Greenville, South Carolina	Ombudsmen	$ 32,000	Tensions in school and community. Poor communications between school and community.	To improve communication between the school and the community and to further human relations among students, faculty, and administration; quell rumors, build trust among students, teachers and the community.	Primary: Greenville Principals School superintendent Secondary: Students Parents	3 ombudsmen (2 full time- 1 black; 1 white) (1 part time white college student)	Black community felt the black ombudsman would "inform" whites about black activities in the manner of a "spy." Too few ombudsmen to serve the school system's needs.	The implicit assumption was that ombudsmen would ease problems due to desegregation; to that extent the three men seemed to do so. There seemed to be no impact on improving the quality of education. Much of the success of this program seems to be due to the dynamic personalities hired.
Harrisburg, Pennsylvania	Parent and community participation in Educational Planning	$ 4,000	Parents and the community are unaware of the school system's future educational plans or intermediate goals and objectives.	To get parents and responsible citizenry actively involved in planning program and building needs.	Select group of Harrisburg residents.	60 Non-school related adults.	Slow beginning. Lack of active participation.	Community seems "less dissatisfied" this year as compared to previous year. Unclear whether impact was to be in easing problems due to desegregation or improving quality of education.

Table 3-2

PERSONAL COMMUNITY PROGRAMS (Continued)

LEA	Activity Title	$ Allocation	LEA Needs/Problems	Objectives	Target Group	Staff Hired	Operational Problems	Outputs and Assessment
Polk County, Florida	Community Meetings	$ 5,000	Poor understanding and communication between the races.	Primary: To bring together interested community meetings without regard to social, economic, cultural or ethnic background, to discuss with representative of the school system those problems which the group believed required discussion and action. Secondary: Establish effective channels of communication between races.	Polk County Citizenry	No staff hired	Meetings held too infrequently. Participants (both community and school staff) differed at each meeting. Meetings had no formal structure-rambling discussions.	The meetings increased tensions among the races rather than alleviating them. Part of this was due to the fact that meetings were only called when a crisis arose and discussions about other areas seemed heightened in light of the crisis.
St. Landry	Home-School Coordinators (Parent Involvement Program)	$ 45,000	Tense racial situation. Poor racial understanding. Parent apathy toward public school system.	To improve parent involvement in educational life of children;familiarize parents with school activities; gain support for public educational process;bring about a better school-community relationship.	Parents at Lawtell School	Two parents who served as field community aides. (1 white, 1 black)	Program moved away from decreasing racial tensions to adult education classes for parents who had little or no education.	Increase in parental visits to schools. More parents participate in school activities. More parents see the need for furthering their own education. Some change in attitudes toward the opposite race.

Table 3-2

PERSONAL COMMUNITY PROGRAMS (Continued)

LEA	Activity Title	$ Allocation	LEA Needs/Problems	Objectives	Target Group	Staff Hired	Operational Problems	Outputs and Assessment
San Antonio, Texas	Community Understanding Program. (also called Community Information Program).	$220,785	Complete lack of involvement in its schools and their functions.	To promote and improve the mutual understanding between residents, parents and the school district.	San Antonio City Community residents	Three Coordinators (1 black, 1 white, 1 Mexican-American) 30 community aides (10 blacks) (13 Mexican-American) (7 whites)	Resistance of parents to become involved in the schools. Parents had little or no education and poor understanding of the necessity of education for their children.	Aides given three week training in human retions, basic psychology, hygiene, and nutrition and a basic knowledge about other government programs for the poor. Aides made contact with homes of chronic absentees. Explained school programs to parents and explained home problems to school officials. Increase in more positive attitudes of parents toward the school system. Aides felt morale of students and parents had increased once aides took an interest in individual students or parents.

Funding	Staff/Participants
a. Staff spread too thin.	a. Conflicts between ESAP staff and other established school personnel or community.
b. Not enough funds to reach all in need.	b. Lack of specific training for tasks.
c. Program began late--difficulty in finding or hiring staff.	c. Teachers or parents not cooperative in helping activity meet objectives.

Activity Process and Output

No "hard" data (e.g., test scores, outcomes of attitudes scales, etc.) were available to help with the assessment of this activity. However, comments (either from interview guides or random questioning) from school staff, parents, community residents, and students did provide some insights into the strengths of this activity:

(1) Indication of an attitude change for the better concerning members of the opposite race.

(2) Parents have a clearer understanding of school requirements and activities.

(3) Teacher more aware of home problems (e.g., causes of chronic absenteeism, hostility, etc.)

(4) Increased contact between parents and teachers.

Conclusions

Of interest to policymakers is the impact that a specific ESA activity had on improving the quality of education or improving the desegregation process. "Person-to-person" community programs could have touched many facets of the education and desegregation environment of any given site. For the most part the impact was concentrated on improving the desegregation process through increased contact with the home. Most sites had as an objective the involvement of parents in school activities and/or giving parents and community residents factual information about their children and the school system at regular intervals.

Programs that employed staff to go out to homes (e.g., home-school coordinators, community aides, and ombudsmen) had a greater impact on improving the attendance of both races than programs employing the technique of disseminating information. Few "person-to-person" community programs had much effect on the way students got along together in school or made friends or the way teachers of one race interacted with teachers of another race. Neither did community information programs affect the educational gap between the two races or the way in which students participated in extra-curricular activities.

Based upon RMC's observations, "person-to-person" community programs had the greatest impact on increasing contact with the parents; either by getting them involved in school activities or giving them accurate information about their children or the schools.

NON-PERSONAL COMMUNITY PROGRAMS

Introduction

Of the 20 sites visited in the Phase II evaluation, six[1] sites had an activity that could be classified as "non-personal" community programs. The term "non-personal" means that the activity was not directed to a specific group of persons but rather to the community at large. Usually the activity took the form of disseminating information about the desegregation and/or the education process to the community via media (TV, radio, newsletters) or through central information centers.

Some of the sites which had non-personal community programs supplemented their impact on the community with personal community programs (e.g., home-school coordinators).[2] Table 3-3 summarizes the activities in this category.

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[1] Only five sites will be included in the discussion since the activity in Auburn, Alabama was not fully planned or implemented at the time of the RMC evaluation.

[2] Durham and Charlotte, North Carolina.

Table 3-3

NON-PERSONAL COMMUNITY PROGRAMS

LEA	Activity Title	$ Allocated	LEA Needs/Problems	Objectives	Target Group	Staff Hired	Operational Problems	Output and Assessment
Durham, North Carolina	Community Information	$ 10,154	Poor public relations between school system and community. Community receiving little or no information about the desegregation process from the school system's point of view.	To improve human relations in contacts with the various publics, to heed their opinions and keep them informed in order to deserve and build good-will understanding and confidence.	Durham City Community residents	Director of Public Information (black)	Director hired well after school year began and initial problem due to desegregation had passed.	Newsletter printed too infrequently and carried only general school news.
Charlotte-Mecklenburg, North Carolina	Community Information Center	$405,497[a] a/ Budget includes funds for community aides.	Compulsory cross-town busing and school desegregation made parents and community uneasy and hostile and easy prey for rumors.	Provision of valid information about the schools to the public and a central place where the public can register dissatisfaction and complaints.	Residents of Charlotte-Mecklenburg	Information offices (1 black, 1 white) 1 Secretary (white)	A two man-staff was not sufficient to handle all calls and the secretary increasingly handled more calls.	The implicit purpose of the Center was to handle incidents and problems that were an out-growth of newly desegregated schools. As the year progressed there were less and less problems about desegregation and a rise in administrative (certifications, courses, etc.) questions. Center became known as a dependable source of information.

Table 3-3

NON-PERSONAL COMMUNITY PROGRAMS (Continued)

LEA	Activity Title	$ Allocated	LEA Needs/Problems	Objectives	Target Group	Staff Hired	Operational Problems	Output and Assessment
Tuscaloosa, Alabama	Community Information Program	$ 3,000	Community lacked knowledge about school desegregation process. School system changed from "freedom of choice" to zoning plan.	To establish lines of communication throughout the community which would help in bringing about understanding and acceptance of the desired school climate.	Tuscaloosa Community Residents	No staff paid. Bi-raical group of volunteers answered telephones and dispensed information about the establishment of the unitary system and answered questions about the desegregation process.	Community feared the court ordered zoning plan wouldn't work.	Newspapers and radio in Tuscaloosa carried many positive comments regarding the above system. Board of education published a newsletter giving ESAP wide coverage. Community parents took bus tour of several non-neighborhood schools. Students "rap" sessions about desegregation processes seemed effective in exchanging differing points of view and receiving new information.
Sumter, South Carolina	Community Information Programs and Rumor Control Center	$49,376	Community lacked knowledge about school system. Community overreacted to racial issues because of misinformation or rumors	To disseminate pertinent information to the community, keeping it abreast of all school information and to establish Rumor Centers to help interested citizens in reaching decisions about what is rumor and what is fact concerning the public schools.	Sumter Community residents	Full time community information specialist. School staff at 2 senior high schools and the administration office manned phone calls from the public about school issues.	There had never been any information flow between the schools and the community.	The information specialist flooded Sumter with memos, news releases, radio spot announcements newsletters and articles in the daily papers about school and administration activities. The Rumor Control Centers went out of business for lack of calls as the school year progressed.

Table 3-3

NON-PERSONAL COMMUNITY PROGRAMS (Continued)

LEA	Activity Title	$ Allocated	LEA Needs/Problems	Objectives	Target Group	Staff Hired	Operational Problems	Output and Assessment
Salisbury, North Carolina	Dissemination Expert	$1,000	Community lacked specific information about the public school system and the shift from a dual to a unitary school system.	To increase community acceptance, rapport and participation in public school programs.	Salisbury Community residents.	Part time dissemination expert. (white)	Production of a monthly newsletter relied on "teacher-reporters." Shift from desegregation issues to alerting teachers about activities in the school system.	Newsletter not distributed to parents, or members of the PTA or BRAC. Output in contradiction to objectives. Newsletter was supposed "to disseminate accurate information about the schools to alleviate fears and misunderstandings" and increase community acceptance... of public school programs"-yet the vehicle (monthly newsletter) was sent to teachers, the Board of Education, principals and the radio and TV stations. The time and content was directed toward teachers, not the community.
Auburn, Alabama	Community Information Program	$1,300	[PROGRAM NOT FULLY PLANNED OR IMPLEMENTED AT TIME OF EVALUATION]					

Rationale

Non-personal community information programs were aimed at informing large segments of the community through use of different media. The LEA's rationale for choosing to implement this activity seemed to stem from poor communication between the school system and community residents and/or a tense racial situation. In some communities (Tuscaloosa, Sumter, and Charlotte-Mecklenburg) the emphasis was primarily on increasing the community's knowledge about how desegregation was proceeding. In the remaining sites the emphasis seemed to be more concentrated on providing information about education in general.

Most of the LEAs indicated that poor communication between home and school was not something new that began when schools were integrated but rather that the poor communications heightened already sensitive feelings that parents had about desegregation. In the absence of correct information about busing, or racial balance in a school district, or lack of ability grouping in classrooms, parents and community residents tended to think the worst. This led to wild rumors in some cases, withdrawal of students from the public school system and other somewhat drastic measures by parents.

In an effort to stop the rumors and ease parents' fears about the presumed change in the quality of education the LEAs decided to provide fast accurate information to the community about what the school was doing with respect to desegregation and what the changes in the education process implied.

Activity Problem Areas

In all cases the stated target group was the entire community. However, in one case (Salisbury) the target group was actually educators and not parents.

While several sites started out with the avowed aim to ease community fears about desegregation that aim was diluted by year's end. Part of the dilution can be attributed to the fact that school systems anticipated that court ordered desegregation plans, when implemented, would bring about school disturbances and perhaps even school boycotts. Those districts who felt strongly, geared up to stem troubles arising from desegregation. When racial tension and the threat of disturbances tapered off during the school year, the staff kept busy with other tasks of dissemination; namely those facts dealing with schools and educational issues.

The traditional approach to informing community residents via media was not conducted in any outstanding way in any of the sites which chose that approach. Some LEAs (Tuscaloosa and Sumter) flooded the community with information at regular intervals. Durham and Salisbury had limited distribution to the community. While it is not possible to draw a link between the amount of information received by residents and the lack of serious school disruptions, it is interesting to note that in none of the areas using this approach were there any serious school disruptions.

Activity Process and Output

Because of this activity the community received more specific information about the school system than they had ever received in the past. Another strength was that in several sites (Charlotte-Mecklenburg and Sumter)[1] the method of using a central source for dissemination of information seemed to be effective in answering the community's specific questions about school issues related to either the desegregation or the education process.

Conclusions

While there seems a need in the LEAs to inform the community about school issues and problems and provide a service whereby parents can contact the school for information, it appears that the link between this service and improved education is tenuous at best. Most of the LEAs anticipated trouble in the schools when the school year began with desegregated classes. Rapid delivery of accurate information to the community did much to assuage parents' feelings about the safety and well-being of their children in a desegregated setting. Rumors were kept to a minimum. For many communities ESAP made possible a two-way flow of information between the schools and the community.

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[1] The Sumter Rumor Control Center was not as well structured or staffed as the center in Charlotte-Mecklenburg. As the school year progressed, it was dismantled when the phone calls from the community tapered off.

COUNSELING AND COUNSELING SUPPORT

Introduction

There were ten counseling and counseling support activities in eight of the 20 LEAs utilized for case study sites. The provision of additional personnel in the pupil personnel services area through the utilization of federal monies has been popular with LEAs; therefore, continuing this emphasis with ESA funds is normal. The emphasis in the proposed objectives of the ten programs was centered around the desire to improve student relations and to improve school-community relations during desegregation. There also tended to be a strong preventative element in regard to incidents which might arise during the desegregation process.

Rationale

Pupil personnel workers are largely perceived as persons who can support the instructional program--persons who have special qualifications to diagnose problems which inhibit educational performance, persons who can counsel students, and persons who can work with the student's family, community resources, and other school personnel during the process of helping the individual student. One of the most desirable elements of any pupil personnel program should be that of prevention. In the use of pupil personnel workers in the ESA Program, this preventative objective was stressed more than the crisis type of counseling which occurs during or after a racial incident. Table 3-4 summarizes the ten activities that are discussed in this section.

As previously indicated, use of federal funds by LEAs to provide pupil personnel services has been popular. For example, this expenditure of money represented one of the main uses of federal finances provided by Title I, ESEA. Just as Title I monies

Table 3-4

SUMMARY OF ESAP ACTIVITIES IN COUNSELING AND COUNSELING SUPPORT

LEA	Activity Title	Size of Activity ($)	LEA Needs or Problems	Objectives	Target Group Participants	Staff Hired	Operational Problems	Output and Assessment
Dorchester, Maryland	Secondary School Center Program	$21,300	1. Very minimal special education program. 2. Discipline for those not adjusting is suspension and expulsion. 3. Need to provide meaningful education and counseling for those unable to adjust to typical school situation.	1. To work with students who were repeatedly suspended and on the verge of expulsion. 2. To help these students become a societal asset rather than a liability in adult life. 3. To help them gain a more positive self-image and improve their educational achievement.	North Dorchester High School students (7-9)	1 black center aide 1 black guidance aide 1 white guidance aide 3 white male teacher aides	1. Late starting date. 2. Problems of center students more severe than anticipated, needed to remain in center for longer period of time, hence no turn over as anticipated.	1. Students in center remained in school. (All interviewed agreed that otherwise they would have quit or been expelled.) 2. Students in center bettered their academic achievement (using WRAT as an evaluative instrument). 3. Students in center were counseled and gained more positive feelings of self-destiny. 4. Most students were able to return to regular classes for part of the day. 5. Personnel from center had diversified backgrounds; were available to work on innovative units in regular school curricular offerings; took some of the philosophy of center toward students into the traditional curriculum.
	Guidance Aides	$16,500	1. Difficult to attract trained counselors to geographical area. 2. Need of someone to help students when a problem arises rather than letting it become worse.	1. To relieve principals and counselors of clerical guidance duties. 2. To enable counselors and administrators to spend added time with students, particularly in the area of desegregation problems.	1. North Dorchester High School students; North Dorchester Center Students 2. Maces Lane (Junior High School level) 3. Middle grade students	2 black men 2 white women	1. No opportunity for inservice training. 2. Little liaison with pupil-personnel program. 3. Actual operation is much different than originally envisioned.	1. Varied with each school situation: a. One aide had regular school counseling duties. b. Two aides worked in center program (above) and also when needed with high school students manifesting specific needs. c. One aide worked with 4-6th graders in an informal "big brother" way and helped students adjust to the school situation. Also formed a link with community and served as a preventative agent.

Table 3-4

SUMMARY OF ESAP ACTIVITIES IN COUNSELING AND COUNSELING SUPPORT (Continued)

LEA	Activity Title	Size of Activity ($)	LEA Needs or Problems	Objectives	Target Group Participants	Staff Hired	Operational Problems	Output and Assessment
Salisbury, North Carolina	Guidance Counselor	$10,000	Increase in enrollment in the junior and senior high schools.	1. To reduce counselor-student ratio. 2. To provide a black male staff member with whom students can identify.	Black and White Junior High and Senior High Schools	1 black counselor	Counselor lacks State Certification.	1. Person hired had extensive experience and rapport in the Salisbury Schools and Community. 2. Highly involved in career counseling, community and human relations work. 3. Counselor feels that he would be more effective in one school full-time than part-time in two schools.
San Antonio, Texas	Special Pupil Personnel Project	$104,630	1. Lack of adequate method of diagnosing medical, educational, emotional problems which influence referrals, lack of success in school. 2. Need of trained persons to work on social problems related to desegregation.	1. To provide trained personnel to diagnose problems of students experiencing educational problems. 2. To interpret or remediate these problems through medical or social means or through modification of individual educational programs.	1. Students with problems which inhibit their school performance. 2. School situations where problems relating to desegregation arise.	Medical, psychological and other specialists were secured on contract. 8 social workers hired.	1. Problem getting program underway to actually serve quantities of students this year. Had hoped to serve 1,000, actually served 200.	1. Much of program still in planning stage as of Spring 1971. 2. City's ESA Program not funded until late in academic year. 3. Concept is representative of innovative practices in pupil personnel services. 4. If operated as envisioned, will be worthy of note by other large city systems.

Table 3-4

SUMMARY OF ESAP ACTIVITIES IN COUNSELING AND COUNSELING SUPPORT (Continued)

LEA	Activity Title	Size of Activity ($)	LEA Needs or Problems	Objectives	Target Group Participants	Staff Hired	Operational Problems	Output and Assessment
Dorchester, Md. (con't.)	Guidance Secretary	$2,860	Counselors doing clerical work rather than spending time with students.	1. To enable counselors to work in professional role. 2. To get needed records taken care of and to schedule student appointments by person other than counselor.	North Dorchester High School students (7-12)	1 white clerical worker		1. Counselors able to work with many more students. 2. Counselors available on a crisis basis and to work with students on personal problems. 3. Many incidents avoided by utilizing this preventative type of guidance.
Dumas, Arkansas	School Social Worker/Counselor	$5,645	1. Needed liaison between school and home community to help in desegregation. 2. Additional personnel to help with sociological type problems with some students.	1. To improve school-community relations. 2. To counsel individual students personally and socially, educationally, and vocationally. 3. To match up student needs with community services.	Children and Parents	1 black teacher (1 qualified social worker to give teacher inservice and pre-service on a weekly visit basis)	1. Inability to find certified applicant. 2. Late start (January 1971).	1. Parent conferences helped alleviate or start action on many problems (attendance, personal-social, etc.). 2. Conferences with teachers helped them understand basis for many students' problems. 3. Liaison with community services and agencies helped provide many basic needs for children (for example-clothing). 4. Interprets school to community. 5. Choice of particular staff member familiar with community has reaped benefits.
Greenville County, South Carolina	Guidance Counseling	$31,076	18 of the 27 secondary schools had no black counselors	1. Stimulation of cooperation between the races through use of black counselors. 2. Help with attendance problems, course selection, students' personal and educational problems and help in liaison between student and teachers.	Secondary School students	5 black counselors 1 black paraprofessional	1. None of the counselors were certified. 2. The five counselors found it difficult to serve 18 secondary schools; 13 schools dropped from this service. 3. No inservice training given new counselors.	1. Fewer serious racial incidents at schools having black counselors. 2. Program seems to help in bringing the black and white student together. 3. Program helps give black student a black male identification figure.

Table 3-4

SUMMARY OF ESAP ACTIVITIES IN COUNSELING AND COUNSELING SUPPORT (Continued)

LEA	Activity Title	Size of Activity ($)	LEA Needs or Problems	Objectives	Target Group Participants	Staff Hired	Operational Problems	Output and Assessment
Kankakee, Illinois	Self Concept Study	$33,920	1. Wider ranges of ethnic, cultural and socio-economic levels in classrooms because of desegregation. 2. Concern that desegregation might lead to decline in positive student self-concept with resultant behavioral and achievement problems.	1. To provide teachers with understandings in regard to positive self concept development. 2. To develop a group of staff members trained in this area to work with students. 3. To utilize this program in particular with and for minority group students to ensure their fair treatment.	427 fourth and fifth grade students randomly selected	2 teachers 4 aides (3 of whom are black)	1. 1 teacher refused to have students participate. 2. Program did not actually begin until January.	1. This project was conceived with a research design with built in evaluations. There were three experimental groups and one control group. 2. Open-ended discussion groups were utilized to improve self concept, remediation and a combination of both treatments were utilized on randomly selected groups. 3. Three instruments were utilized in the evaluation. 4. Research results are in a tentative stage. Findings as of this time indicate that results from instruments show that students' regard for school and teachers dropped considerably during the treatment. Comments from participants, however, indicate satisfaction with program. 5. School is one of few which worked up a research design and evaluation for an ESAP program.
Sumter District No. 17, South Carolina	Guidance and Counseling - Ombudsman	$18,044	Need to change student attitudes regarding desegregation in order to avoid racial incidents at the high school.	1. To develop positive student attitudes in relation to desegregation. 2. To provide regular counseling and guidance activities.	Sumter High School students	1 black community leader	Person performing duties as a counselor is uncertified and lacks educational professional experience.	1. Evaluation by ombudsman indicates that program has helped make students positive about desegregation. 2. Ombudsman feels that students understand each other better now.

Table 3-4

SUMMARY OF ESAP ACTIVITIES IN COUNSELING AND COUNSELING SUPPORT (Continued)

LEA	Activity Title	Size of Activity ($)	LEA Needs or Problems	Objectives	Target Group Participants	Staff Hired	Operational Problems	Output and Assessment
Durham, North Carolina	Counselor Program	$87,167	1. Problems associated with desegregation. 2. Promised to overload existing counseling staff. 3. Some schools did not have counselors of both races.	1. Decrease counselor workloads. 2. Give students option of relating to counselor of their own race. 3. Add counselors at elementary level in a preventative effort.	Junior High Schools	5 counselors 1 black man 2 black women 2 white women	1. Started after school year began. 2. Inadequate funds to hire elementary counselors. 3. Three out of five of the counselors not certified by state.	1. The black-white counseling teams did lower counselor-student ratio and were more available to students of both races. 2. Counselor evaluations indicated that there were additional problems this year caused by desegregation. These problems could be worked on by counseling staff in a preventative manner. 3. Non-ESAP counselors were better prepared and better able to handle problems arising from first year of desegregation; however, ESAP counselors were able to help in the situation and are credited with some changes in individual school environments. 4. ESAP counselors were divided in assessing whether or not their personal goals for the year were met.

were used in a wide variety of pupil personnel activities, so are ESAP funds. In the ten counseling-counseling support projects in the case studies, the same variety was found. Although none of the LEAs utilizing money for this type of activity lacked counseling altogether, there were several districts where such services were minimal. These districts (Dorchester--2 projects, Salisbury, Sumter, Greenville, and Durham), therefore, provided more basic types of services to students to help, not only with desegregation, but also with the more traditional educational and vocational guidance tasks.

The other districts (Dumas, Dorchester--1 project, Kankakee, and San Antonio) went beyond basic services to provide support for existing programs. Dumas, for example, is illustrative of a district which felt the need for liaison between the school and the community to help develop a more positive educational and desegregation climate. This LEA, therefore, utilized monies for a school social worker/counselor position.

Dorchester felt the need of intervention for students who were following a stereotyped path to school expulsion. School personnel in Dorchester established a Center designed to provide both educational remediation and counseling support for students unable to adjust to the secondary school program.

Kankakee school personnel felt that desegregation would affect the student's self-concept. Therefore, that LEA developed a fairly complex project designed to test group methods of fostering more positive student self-image development. San Antonio's special pupil personnel project plans were illustrative of the more sophisticated diagnostic work being done in some other LEAs. Several of these types of projects in the U. S. educational arena were initiated under funding from Title III, ESEA, which encouraged innovation. San Antonio's project plans call for diagnostic work at a center accompanied by outreach into the schools' curricular programs.

Therefore, it is noted that the counseling and counseling support programs chosen by schools vary, but generally fit the needs of each LEA. Also, the extent to which each program is related to needs brought about by desegregation varies, and in most cases, is debatable. In some cases there is a direct connection (Dumas, Sumter), and in other cases there is some connection to desegregation needs, but a larger connection with educational needs (San Antonio, Dorchester, Kankakee, Salisbury, Greenville, and Durham). In many cases the employment of black male counselors or para-professionals had the objective of giving black students someone with whom to identify; however, in the process of desegregation, the white students also need opportunity to work with black professionals. In one case (Sumter), the ombudsmen purposely worked with both black and white students and community personnel.

Activity Problem Areas

As for problems faced by LEAs utilizing ESAP funds for counseling and counseling support activities, finding trained and experienced personnel seemed to be the most dire problem. In many cases that search alone caused delays in program start-up. Although there was hesitancy on the part of some LEAs to utilize uncertified people or para-professionals in these programs, six of the activities were undertaken with people who were uncertified (Dorchester--Center and Guidance Aides, Greenville, Sumter, Salisbury, Dumas, and, in three out of five cases, Durham). Dorchester's guidance secretary did not require a certified person; San Antonio resorted to contracts with area professionals to supplement their staff; and Kankakee's self-concept project was led by two experienced, certified teachers who had a "good knowledge of psychological principles that underlie behavior." Their efforts were supplemented by four teacher aides.

Personnel problems in this area tended to be encountered because of one or more of the following:

(1) The certification requirements for pupil personnel workers are more complex than in many other fields.

(2) The geographical locations of many of the districts were not a positive force in attracting personnel with the needed qualifications.

(3) The lack of specific personnel was a problem. (For example, many schools wanted state certified black men for pupil personnel positions).

(4) The temporary nature of ESAP caused some LEAs to hesitate to start a "nationwide search" for the right person.

Although recruitment of personnel represented the main problem in these activities, other problems tended to render some programs less effective than planned. These problems can be grouped in the following categories:

(1) Late funding of ESAP such as in San Antonio's Special Pupil Personnel Project.

(2) Late funding or unplanned availability of ESAP monies such as in Dorchester's Center Program.

(3) Lack of time to work with personnel in an in-service program such as in Dorchester's Guidance Aide Program, Greenville's and Salisbury's Counselor Programs. This is particularly critical when persons hired lack adequate training and experience.

(4) Planned activities and coverage of project were too broad for number of personnel employed. This was felt to be a problem in Salisbury and Greenville Counselor Programs particularly.

Activity Process and Output Evaluation

In evaluating the effectiveness of these ten counseling and counseling support programs, it must be stressed that the inherent nature of counseling makes evaluation extremely complex. Nearly all efforts to objectively evaluate segments of overall pupil personnel services have been unsatisfactory. Few schools have the personnel to do such evaluation or are willing to commit funds for this type of evaluation. The funding priorities are on the service rather than the output of the program. Furthermore, few reliable and valid instruments are available for this evaluation and few, if any, schools are willing to set up a research design that would deprive some students of guidance, psychological, or social work services while providing it for others.

RMC designed and administered a questionnaire to counselors as a help in evaluating these programs. Although the results of these questionnaires cannot represent an objective evaluation of exactly how many students were positively helped in the school desegregation process, they can provide insight into the actual activities of ESAP counselors as compared with non-ESAP counselors.

Pupil Personnel Staff Questionnaire

The RMC Pupil Personnel Staff Questionnaire was administered to counselors working under the ESAP program and to a control group of counselors not employed by funds provided by ESAP (referred to as NESAP). Two additional groups of counselors heavily involved in ESAP were included. Two counselors from Dorchester were included where the duties of one counselor (ESAP) were purportedly heavily influenced by ESAP clerical help and guidance aides. The other counselor (NESAP) was in a school where there were no ESAP programs. The second group of counselors were those in St. Landry who were part of an intensive ESAP inservice training program in counseling.

The Pupil Personnel Questionnaire elicited information on (1) counselor characteristics, (2) counselor program planning and evaluation, (3) counselor duties, and (4) counselor role in the process of school desegregation.

Counselor Characteristics. A total of 40 counselors were interviewed. Of this total, approximately 25 percent were not receiving financial support from ESAP (NESAP) and approximately 75 percent were being heavily supported by ESAP funds. And many of these were supported 100 percent by ESAP. Most of the NESAP counselors were supported by local funds although those not supported by local funds were most usually supported by Title I, ESEA funding. When asked if they felt that they would have been employed if ESAP funds had not been available, over 70 percent of the ESAP counselors felt that they would not have been.

The majority of the counselors--both ESAP and NESAP--queried about length of time in the educational profession responded that they had been working in education 15 years or longer. Only one NESAP and three ESAP counselors had been involved in the educational profession for less than five years.

Approximately 80 percent of both ESAP and NESAP counselors had been teachers prior to becoming counselors. Of course, nearly every state in the United States requires some specific amount of teaching experience in order to meet counselor certification requirements. The other positions besides teaching prior to this one were generally administrative or counseling in another situation. Only two counselors (ESAP) had not been in the educational field before.

The majority of the NESAP counselors were certified; the majority of the ESAP counselors were not certified. The degree of preparation for this specific job among the ESAP counselors varied from having practically none of the academic preparation required to being nearly certified. Of course the requirements for counselor certification vary widely from state to state.

Most of the NESAP counselors were women, whereas most of the ESAP counselors were men. This may be a response to the need felt by many school systems to have a "male identification figure" on their staff. This did vary from system to system; for example. Durham hired one man and four women ESAP counselors. Of the five control-group counselors four were women.

Approximately two-thirds of the NESAP counselors interviewed were white, whereas over 60 percent of the ESAP counselors were black.

Counselor Planning and Evaluation. There is evidence to support the assumption that people who are to perform a job will do so with more enthusiasm, interest and proficiency when they are brought into the planning of the task to be done. None of the NESAP or ESAP counselors had any role in the application for ESAP funds for counselors (as shown in Table 3-5). This, of course, can be readily excused by the fact that these funds were available on an emergency basis and the applications had to be written rapidly; however, this might account for the fact that very few differences were noted between the performance of ESAP versus NESAP counselors--it can be theorized that several of the persons involved did not realize that their job was funded to help specifically with problems arising from the desegregation of schools. In fact, it was noted in Durham that the serious problems which arose

Table 3-5

PLANNING ROLE PLAYED BY COUNSELORS IN WRITING THE APPLICATION FOR ESAP FUNDS

	NESAP Counselors	ESAP Counselors
Did not help at all	100%	100%
Helped formulate objectives	-	-
Helped determine budget	-	-
Other	-	-
Total	100%	100%
Percent of Counselors Receiving Plans for Pupil Personnel Services This Year		
	NESAP Counselors	ESAP Counselors
Yes	33%	61%
No	67%	26%
Don't Know	-	3%
Total	100%	100%

from desegregation were usually handled by the more experienced NESAP counselors. In that case, probably the ESAP counselors were able to assume regular duties, allowing the more experienced and better trained counselors to act in preventative ways.

When the next step was taken in the planning area--outlining goals and duties of the counselors--it was found that nearly two-thirds of the ESAP counselors did have some general plans for the year; whereas only one-third of the NESAP counselors did. Most of the counselors responding indicated that these plans were written; however, many were (1) in the form of monthly calendars which set up times for college nights and career nights or (2) in the form of sections in student or teacher handbooks which contained definitions and procedures in the counseling area.

When considering written evaluations or reports to report success or effects of the programs, 75 percent of both ESAP and NESAP counselors indicated that they had none. The remaining 25 percent indicated some kinds of report available; however, many times these were test scores, college admissions lists, or the like. Only one counselor had statistical data on number of persons counseled and results.

Counselor Duties. All the counselors (both ESAP and NESAP) indicated that counseling was their main job. None of the counselors was a teacher half day and a counselor for the remaining time. This represents a recognition on the part of school administrators that counseling and guidance is a full-time job and cannot be easily or successfully combined with other job responsibilities. This also represents a change from a decade ago when it was quite common for counselors to work half-time, particularly when they were beginning.

The numbers of students for whom ESAP counselors had responsibility varied much more than numbers for NESAP counselors despite the fact that the medians for both groups fell into the 400 to 599 student category. Notice in Table 3-6 that approximately six percent of the ESAP counselors were responsible for only 100 to 199 students, whereas 13 percent of the counselors were responsible for 1,000 or more. With the latter load, it is questionable whether any sort of effective service could be rendered.

Table 3-6

NUMBER OF STUDENTS FOR WHOM COUNSELOR IS RESPONSIBLE

Number	NESAP (Percent)	ESAP (Percent)
1-99		--
100-199		6
200-399	44	9
400-599	56	45
600-799		18
800-999		6
1,000 or more		13
No specific assignment		3
Total	100	100

Most of the ESAP and NESAP counselors worked with one other counselor in their particular situation. Approximately 70 percent of the ESAP counselors (who generally had less training and experience than NESAP counselors) were placed with another counselor.

Table 3-7 refers to the question about the type of guidance activities on which the NESAP and ESAP counselors spent most of their time. The counselors were asked for three choices and these have been grouped together in this table. The largest number of both NESAP and ESAP counselors felt that they had spent the most time this year on counseling students regarding personal and social concerns. The second and third most time-consuming tasks for ESAP counselors were educational counseling and vocational and career counseling. NESAP counselors spent about equal time in these activities. Some of the other time-consuming tasks for both groups were doing clerical and office work related to student records and becoming involved in student discipline and behavioral referrals.

Table 3-7

THE THREE ACTIVITIES ON WHICH COUNSELORS HAVE SPENT THE MOST TIME THIS YEAR

Activity	Counselors	
	NESAP	ESAP
Personal and Social Counseling	25%	34%
Educational Counseling	16%	22%
Vocation/Career Counseling	16%	17%
Crisis Counseling (Spontaneous Counseling)	2%	3%
Discipline/Behavior Counseling	12%	5%
Student Records (Clerical/Office Work)	12%	6%
Testing--Students	5%	4%
Teaching--Regular Classes	-	-
Working with Groups of Students--coordinating meetings, activities, clubs, etc.	5%	1%
Working with Parents	-	3%
Working with Community Groups and/or Community Agencies	-	1%
Writing and Editing (newspapers, brochures, newsletters, etc.)	-	-
Monitoring (halls, lunchroom, playground, etc.)	-	-
Curriculum Revision	-	1%
Training-In-Service	2%	-
Human Relations Work	5%	-
Acting as a Consultant or Resource Person	-	3%
Health Services	-	-
Other	-	-
Total	100%	100%

As shown in Table 3-8, requests by teachers for assistance from NESAP and ESAP counselors were remarkably similar. The main request was for assistance in ways of helping students; the request which was second in importance was for consultations about individual students. The third request in importance was for the counselor to act as a resource person. Obviously, these three requests have much in common and indicate that teachers do rely heavily on counselors for background information on students and also for curricular and human relations ideas through which they can help students who have problems. This reliance on the counselor for resource and consultative information gives credence to the belief that the counselor should be well-versed in community and school curricular, vocational, social, and psychological resources.

Counselor Role in the Process of School Desegregation. In order to determine the roles which ESAP and NESAP counselors played in the process of school desegregation, counselors were asked questions about the types of counseling most often received by blacks and whites, the race with whom they spent the most time, and some general considerations about school desegregation in their particular district.

The counselors were asked about the most frequent type of counseling service that whites and blacks received during the 1969-70 school year and during the 1970-71 school year. The data from the 1969-70 year was very sketchy because many of the counselors had not held their positions in that year. However, for the 1970-71 year, ESAP and NESAP counselors varied on the most frequent type of counseling received by blacks this year. Approximately 51 percent of the ESAP who indicated that the most frequent type of counseling they did with black students was educational. The NESAP counselors felt that they most frequently counseled black students on educational concerns, followed by personal/social problems.

Table 3-8

REQUESTS THIS YEAR BY TEACHERS FOR COUNSELOR'S ASSISTANCE

Area	NESAP	ESAP
Ways to deal with discipline problems	7.5%	11%
Ways to deal with heterogeneous grouping	5%	7%
Ways to deal with racial tension	7.5%	7%
Ways to deal with parents	5%	6%
Ways to deal with other professional staff	7.5%	3%
Ways to help children	18%	17%
Ask for consultations about individual students	15%	14%
Ask for training in techniques	-	2%
Ask for human relations discussions	10%	3%
Ask me to act as a resource person	12%	11%
Ask for diagnostic testing	7.5%	9%
Ask me to listen to grievances	5%	10%
Other		
Total	100%	100%

Although a similar frequency distribution was found for the counseling of white students, it should be noted that the frequency of personal/social counseling (42 percent for ESAP counselors) and educational counseling (39 percent for ESAP counselors) is nearly the same. The NESAP counselors feel that they counseled white students most on educational concerns, followed very closely by personal/social matters.

Table 3-9

RACE WITH WHOM COUNSELORS FIND THEMSELVES WORKING MOST THIS YEAR

Race	NESAP	ESAP
Black	33.3%	45%
White	33.3%	13%
Spanish Speaking	--	--
Work About the Same Time With All Groups	33.3%	42%
Total	99.9%	100%

In responding to a question about the race with whom they worked with the most, ESAP counselors indicated that they generally worked equally with both races or they worked mainly with black students. Few (13 percent) felt that they worked primarily with white students. NESAP counselors, however, were equally divided between working mostly with black students, white students, or approximately the same with both groups. Most of the ESAP and NESAP counselors who felt they worked equally with both races gave the following reasons for this:

- sincere interest in both races,
- student trust regardless of race of counselor, and
- school assignment of counselors without regard to race.

The ESAP and NESAP counselors who find that they work mostly with black students gave the following explanations:

- more black students in this school,
- counselor is black and black students find it easier to identify with someone of the same race,
- counselor feels more at ease with black students, and
- white and black counselors feel that black students have more need for counseling (for example, they have fewer community resources available to them).

The counselors who counseled mostly white students indicated the following circumstances were responsible:

- more white students in the school,
- white students tend to come in on their own more, and
- race of counselor.

Table 3-10

THE RESPONSE OF COUNSELORS TO A QUESTION AS TO WHETHER THEY HAD BEEN INVOLVED IN RESOLVING RACIAL CONFLICT OR RACIAL TENSION

Response	NESAP	ESAP
Yes	78	77
No	22	23
Total	100	100

Over 75 percent of both ESAP and NESAP counselors responded that they had been involved in resolving a racial conflict during the past school year. They indicated further that there had been few of these (usually each person mentioned one or two and also indicated that "the conflicts" may have been more adolescent than racial). The most common way of resolving this type of conflict was through small group counseling.

Both ESAP and NESAP counselors were asked in which of several areas[1] they were concentrating their efforts (see Table 3-11). The area with the highest frequency of responses for both groups was "wide range of abilities." The second and third most frequently mentioned areas for ESAP counselors were overcrowding and loss of school spirit. NESAP counselors mentioned community involvement and parents withdrawing or refusing to enroll students as their next areas of concern. Busing was the only area never mentioned by either of the groups.

Counselors in both groups were asked to assess the general racial climate of their schools. They were asked to do this retrospectively and for the present and also to speculate on the climate for the 1971-72 academic year.

Over half of the ESAP and over two-thirds of the NESAP counselors rated the present (spring 1971) racial climate of their schools as good. In assessing the climate when school began in September, approximately half of both groups gave it a "fair" rating.

Two-thirds of the NESAP counselors felt that the climate would be the same next year and the remaining one-third felt it would be better. The ESAP counselors were about split between the same or better next year. It is interesting that none of either group felt that it would be worse.

Questionnaire Summary. In summary it was found that most NESAP and ESAP counselors had been employed in education for at least 15 years and had been recruited from the teaching profession. It was further noted that NESAP counselors were more likely to be certified. Counselors hired under the ESAP program were more likely to be men, and there seemed to be a tendency to hire more black counselors.

None of either the ESAP or NESAP group of counselors had been involved in the application for funds for the ESAP counseling or counseling-support project; however, it was found that two-thirds of the ESAP counselors were provided with

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[1] Although many of these problems are typical in education in general, they are often mentioned as being particularly present in recently desegregated situations.

Table 3-11

AREAS IN WHICH COUNSELORS ARE CONCENTRATING THEIR EFFORTS

Area	NESAP	ESAP
Student disruption	6.5%	6%
Parents calling the school	-	5%
Parents withdrawing or refusing to enroll students	13%	3%
Inadequately prepared faculty	-	4%
Wide range of student abilities	20%	19%
Student-teacher ratio too high	-	3%
Overcrowding	-	11%
Polarization of student body	6.5%	6%
Polarization of faculty	-	5%
Increase in drug usage	6.5%	10%
Community involvement	13%	4%
Inadequate facilities	-	3%
Inadequate supplies, etc.	-	2%
Busing	-	-
Loss of school spirit	6.5%	11%
Decrease in student involvement	6.5%	6%
Other	20	2%
Total	100%	100%

some type of plans for their year. Only one-third of the NESAP counselors reported planning at the beginning of the academic year. The area of evaluation, however, was found to be one which was given very little concern with more than three-quarters of both groups lacking any reports of work done this year.

Counselor duties in both groups bore much resemblance. Most counselors of both groups were found to be responsible for between 400-599 counselees. They found they spent most of their time on personal and social counseling and were most often asked by teachers for aid in (a) helping children, (b) working with specific students, and (c) serving as a resource person.

When asked about how they were involved in the process of school desegregation, there was more variation between the two groups, with ESAP counselors concentrating on counseling blacks in the personal/social areas and NESAP working with them mostly on educational concerns. When asked what races they counseled more, ESAP counselors were generally split on feeling that they counseled (a) blacks most or (b) counseled both races equally. NESAP counselors split equally among blacks, whites, and counseling both groups.

Conclusions

The counselor and counselor-support programs in most districts were chosen because the administrative personnel in these districts felt that desegregation would bring out the need to work more with students regarding (1) personal and social problems and concerns, (2) educational concerns, and (3) career or vocational concerns. In order to successfully work with students who evidence these concerns it is usually considered essential to work also with others who can help the person cope with or treat problems; in an educational setting this usually means the parents and the school faculty. Most of the districts in this study felt that additional counseling help would be the most logical way of attacking these additional needs brought about by desegregation. However, as has been described previously, other districts attacked the problem from different ways--paraprofessionals, centers, small group counseling and the addition of pupil personnel service workers other than counselors.

Phase I of this study concluded that counseling and counseling-support were two activities associated with improvement in desegregation-related variables. Phase II has documented that the programs associated with the counseling and counseling-support activities have been important in working with individual students or small groups of students affected by the desegregation of schools. Counselors and counselor-support personnel have aided school desegregation, and education in general, by being available to work on student problems--problems which may have been obvious prior to school desegregation, but which never were solved or, in many cases, even worked on. These problems can be divided into many categories with great range of complexities. Problems involving basic needs such as clothing to come to school are now being solved in some districts because of a counseling support program; in other districts educational needs can now be considered because there is now someone with time to work with students and faculty on individual student problems. In some districts instead of expelling a student there are now people to work with him concerning the causes for his disruptive behavior. Although some of these problems will take considerable time and psychological or psychiatric assistance to be solved (some will never be solved in spite of additional ESA funds), some can be solved fairly quickly. Perhaps even more important, some major problems can be prevented by timely counseling. While prior to these programs there were probably good intentions, lack of time, skill, and even a private place to talk often prevented these good intentions from becoming reality.

The ESA counseling and counseling-support activities also provided a variety of persons with whom the students could identify. There seemed to be a definite tendency to hire more men and to hire more black counselors. Since most of the overt problems in the public schools are with boys, this at least represents a step toward the recognition that having male counselors available may be an additional aid in alleviating some serious problems. In the past, minority groups have not been adequately represented on the pupil personnel staff. The ESA projects seem to have directly addressed this need.

Although the activities did experience problems, they were not really different from problems experienced by other newly organized pupil personnel programs. The problems of non-certification of new personnel were experienced by nearly all the projects. Some systems coped with this by placing the inexperienced counselor with an experienced counselor; other systems did little in the way of training or assisting the person on his new job. Although no LEAs involved these people in planning for this ESAP grant, some systems offered plans to help personnel after they were on the job.

Only one of the projects set up and utilized an evaluation plan and few of the others even collected basic statistical data on the use and success of their services.

On the whole, however, these ESA activities were able to serve the varying personal and educational needs of the students in the newly desegregated schools either for the first time or in a better way than previously. If staff are available to help children solve problems, the students have a better chance to become a contributing member of the educational system rather than a disruption or a drop-out. This in turn obviously helps the schools in fulfilling their educational goals.

ETHNIC AND NON-ETHNIC CURRICULUM REVISION

Introduction and Rationale

This category includes two major types of curriculum revision activities, Ethnic and Non-Ethnic Classes and Materials. In all, five districts operated ethnic activities, and 11 districts concentrated on non-ethnic studies, with some activities containing elements of both ethnic and non-ethnic orientations. Although the non-ethnic activities studied were varied, most were aimed at narrowing the academic gap, or at least intended to supply a means of dealing with the wide range of abilities that teachers face in desegregated classes. In contrast, the majority of ethnic activities were aimed at providing material about ethnic backgrounds and fostering understanding among ethnic groups. In general, school personnel felt that both these types of activities would lead to the development of positive self concepts on the part of minority students and to improved relations among members of all ethnic groups.

In total, nineteen curriculum revision activities were examined. Details of both ethnic and non-ethnic activities are given in Table 3-12.

Activity Problem Areas

The needs and special problems of the districts in relation to the development of ethnic classes and materials seem to have been defined reasonably well except in St. Landry, Greenville, and Durham, where the need for adequate teacher preparation was neglected. Criteria for selecting participants were not generally well defined and were somewhat vague. At times, objectives were not clearly set forth. Most of the districts identified objectives in an acceptable manner; however, they could have been improved had they been in behavioral terms. Ethnic classes and materials by definition are clearly related to desegregation and, properly done, improve educational quality. In regard to both ethnic and non-ethnic activities some question might be raised with regard to priorities e.g., the music, drama, and concerts program at Polk and the arts program expansion at Greenville, which

Table 3-12

ETHNIC AND NON-ETHNIC CLASSES AND MATERIALS

LEA	Activity Title	$ Allocated	LEA Needs and Problems	Objectives	Target Group	Staff Hired (Racial Balance)	Operational Problems	Output and Assessment
Auburn, Alabama	Curriculum Revision (Non-Ethnic)	$62,440	Wide academic gap between black and white students.	To provide an educational program for every student based upon individual needs. To provide learning packets of individualized instructional materials.	All students in grades 4 through 9.	3 typists (race unknown.	At first, sessions for the development of packets were little more than workshops. At first, Alabama state materials were used but proved unsatisfactory.	Quality and effectiveness of the learning packets are variable but they have been found useful in the team teaching approach. The activity is a highly worthwhile expenditure of funds. It has allowed the transition to team teaching, which in turn has reduced social stigma, educational deficiency, frustrations, failures, etc.
Charlotte-Mecklenberg, North Carolina	Curriculum Revision (Ethnic)	$100,600	Students of opposite race together for the first time. Need to learn about culture of the opposite race. Teachers need skills to teach students with values and backgrounds different from those to which the teachers are accustomed.	To acquire materials which give information to students about black culture. To provide materials to teachers that would allow them to deal effectively with children of another race. To undertake in-service training to equip teachers for teaching children of different values and backgrounds.	All teachers and students.	One In-Service Coordinator (black).	In-service coordinator not hired until very late in the academic year. Goals and objectives were not concretely defined.	Some review and evaluation of secondary educational materials was undertaken (primarily 7th grade social studies). Workshops have helped some 7th grade teachers become sensitized to personal aspects of dealing with problems. Due to the late start, little actual curriculum revision was accomplished.

Table 3-12

ETHNIC AND NON-ETHNIC CLASSES AND MATERIAL (Continued)

LEA	Activity Title	$ Allocated	LEA Needs and Problems	Objectives	Target Group	Staff Hired (Racial Balance)	Operational Problems	Output and Assessment
Dorchester, Maryland	Paperback Classroom Libraries. (Non-Ethnic and Ethnic)	$ 4,136	Library resources are limited in many schools and non-existent in others. Libraries lack sufficient ethnic materials.	To present reading materials of high interest level so that children who have not been exposed to books in the home learn to love reading. To provide reading materials concerning contributions of minorities.	All classes in grades 3 through 6.	None	None noted.	Children reported that they had read many of the books and were enthusiastic about them. Most children had probably read one or more books about people of an ethnic origin different from their own. Use of this material appears to be a subtle way of breaking down ethnic barriers.
Dumas, Arkansas	Curriculum revision. Remedial Reading Laboratory. Media Center Development. (All Non-Ethnic)	$29,874 4,540 1,710	Substandard curriculum is a factor in high drop-out rate. There is a wide range of abilities within classes. A large percentage of both blacks and whites are from deprived environments and could be classified as non-learners. Many blacks and white have poor speech patterns. Understanding of black contribution to American heritage is lacking.	To secure materials and curriculum revisions to raise reading, arithmetic, and language levels of children in primary grades. To provide remedial reading instruction to selected pupils. To secure materials to improve the language patterns of pupils. To relieve pressure of overcrowding. To instruct teachers in development and use of visual aids. To include black studies in the curriculum.	Curriculum Revision for all children in the primary grades. Remedial Reading Laboratory for 90 selected blacks and whites in the intermediate grades. Media Center for all elementary teachers.	Curriculum Revision, 5 aides, 1 language arts teacher. Remedial Reading Laboratory, 1 remedial reading teacher and 1 aide. Media Center, 1 consultant.	None noted.	Teachers feel that students are really trying and that significant progress has been made in improving language, filling readiness gaps, and developing self-respect. Teachers feel that participants in the remedial reading laboratory have improved in reading skill. The Media Center is a necessary resource for implementing new teaching techniques. The combination of curriculum revision activities effectively mobilizes resources and is a worthwhile expenditure of funds. All programs contribute to quality education; indirectly they contribute to community understanding and acceptance of the schools.

Table 3-12

ETHNIC AND NON-ETHNIC CLASSES AND MATERIALS (Continued)

LEA	Activity Title	$ Allocated	LEA Needs and Problems	Objectives	Target Group	Staff Hired (Racial Balance)	Operational Problems	Output and Assessment
Durham, North Carolina	Curriculum Revision (Ethnic)	$21,610	Curriculum lacking in relevant material.	To adopt a multi-level and multi-ethnic approach to better serve heterogeneous grouping of classes. To incorporate the contribution to history and the arts of various minority groups. To include drug abuse information at all levels.	Students in grades K-12.	None	Difficulty in finding relevant materials. 6th grade teachers not sure how to incorporate the materials in the classroom. Difficulty in finding resource materials oriented to elementary students. Insufficient guidelines and directions from central administration. Unclear or unspecified goals and objectives at the beginning. No communication between those revising elementary curriculum and those revising secondary curriculum.	Designs for new curricula have been developed and proposed, but there is doubt as to their adequacy. Curriculum Revision had low priority. Revision has been superficial on the elementary level; the curriculum package needs much more work to make it an effective teaching tool. Those on secondary level appear more deeply committed, hard working, and very frustrated with the lack of commitment by the administration.

Table 3-12

ETHNIC AND NON-ETHNIC CLASSES AND MATERIALS (Continued)

LEA	Activity Title	$ Allocated	LEA Needs and Problems	Objectives	Target Group	Staff Hired (Racial Balance)	Operational Problems	Output and Assessment
Hampton, Virginia	4th and 5th Grade Vocabulary Development. Kindergarten Vocabulary Development. (Both Non-Ethnic)	$8,375 $8,559	A number of pupils (mostly black) suffer retardation in communication skills. Vocabulary scores on achievement tests show 28 percent at one year or more behind grade level (4th grade). Many pupils enter the school with marked vocabulary deficiencies.	To enhance the vocabulary of all 4th and 5th grade pupils, particularly those with marked dificiencies. To improve the communications process of children at their earliest contact with the school system. To help children talk out problems rather than act them out.	All 4th and 5th grade pupils. All kindergarten pupils.	None	Vocabulary was too easy for many 4th and 5th grade children; many made perfect scores on pre-tests. Mastery test scores showed losses in vocabulary rather than gains for a number of children--attributed to reading difficulty of mastery test. Kindergarten activity not yet operational.	Many pupils made significant improvement in vocabulary. Gains appeared to be greatest for black and disadvantaged children. A significant number of pupils did not gain vocabulary because the words presented were already mastered by them. It appears that the activity produced a suitable return for a small investment in both effort and funds.

Table 3-12

ETHNIC AND NON-ETHNIC CLASSES AND MATERIALS (Continued)

LEA	Activity Title	$ Allocated	LEA Needs and Problems	Objectives	Target Group	Staff Hired (Racial Balance)	Operational Problems	Output and Assessment
San Antonio, Texas	Special Curriculum Revision Project. Spanish for Spanish-Speaking. Field Trips. Ethnic Studies. Extended Day Program. (All Ethnic)	$544,863	Drop-out rate is high particularly among Mexican-Americans. The Mexican-American population of San Antonio is 60 percent. Many Mexican-American children can neither read nor write Spanish adequately. Previous classes in Spanish did not meet the needs of Spanish speakers. Understanding of the contributions of the various cultures was lacking. Students in the midst of school changes due to desegregation tended to reject school and to have difficulty relating to students of a different ethnic group.	To effectively teach Spanish to Spanish-speakers so that they develop bi-lingual ability with resultant enhancement of self-image and increased acceptance of pupils of other races. To foster acceptance among ethnic groups by acquainting pupils with places of historical and cultural value through field trips. To encourage understanding among ethnic groups by introduction into the curriculum of materials relating to the ethnic backgrounds of students. To make school more pleasant for students and to allow an opportunity for members of the various groups to participate in cooperative, spontaneous activities that lead to greater mutual understanding.	Spanish-speaking junior and senior high school students. Elementary students. Students in grades 5-8. Elementary students.	12 teachers, 3 writers. None. 6 teachers, (3 Mexican-American, 2 black, 1 white). 150 teachers, 280 aides.	Very little appropriate material was found to be available on the market. Much is being originated. Classes are elected on a "first-come, first-served" basis making it possible for the trips not be mixed as to ethnic groups. None Noted. None Noted.	Not yet in operation. Needs problems, and objectives well-defined and the activity design relates well to needs and objectives. Teachers and principals consider the field trips to be very worthwhile. The activity is worthwhile and should continue; however, more preparation of students and more participation by parents is needed. Not yet operational, but appears to be directed toward filling a legitimate need and should be continued. More black writers should be involved in writing sections on black history. The activity appears to be more than just a day care program. There is value in exposing the students to varied ethnic backgrounds in an unstructured environment. The money seems well spent and the activity should be continued.

Table 3-12

ETHNIC AND NON-ETHNIC CLASSES AND MATERIALS (Continued)

LEA	Activity Title	$ Allocated	LEA Needs and Problems	Objectives	Target Group	Staff Hired	Operational Problems	Output and Assessment
Greenville, South Carolina	Secondary Materials Center. Interactions Program. Expansion of Art Program. Secondary School Extension Centers. (Ethnic and Non-Ethnic)	$ 67,616 $ 6,336 $ 28,977 $132,851	Textbooks lack recognition of black contributions to American culture. Materials for the disadvantaged were lacking. Students lack experience which provide success in learning and thus have damaged self-concepts and negative attitudes toward school. Drop-out rate is high.	To raise achievement test scores in social studies, mathematics, science, language arts, and special education. To create positive student attitudes toward learning and improve student self-concept. To provide resources for innovative teaching methods and make materials easily accessible. To expose children to materials that show each child's worth and improve racial understanding. To ease anxieties due to desegregation by provision of creative outlets. To increase awareness of art materials, build vocabulary, and provide an area of success for otherwise underachieving children. To reduce the drop-out rate. To encourage drop-outs to return to school.	5,125 minority, 19,352 non-minority students. 4,518 minority, 15,667 non-minority students in grades 1-4. 1,051 minority, 3,163 non-minority elementary pupils. Drop-outs at the secondary level. (Approximately 200 enrolled.)	1 librarian in the secondary materials center. None in the Interactions Program. 5 art specialists in the Expansion of the Art Program. 3 directors, 3 social workers, 3 counselors, (racially mixed in the Extension Centers.	The teachers and pupils are unfamiliar with procedures for use of the materials. None Noted. A black art major could not be found for the position of Art Specialist. Attendance is below the anticipated level. Low-income families complain of the difficulties of transporting children to the Extension Centers. Some in the black community feel that the centers may be used to get rid of "problem children."	The Secondary Materials Center is only partially effective because some teachers do not know what materials are available, some teachers do not know how to use the materials, and the Center is difficult to locate. Materials are useful but too few teachers know how to use them effectively; training is needed. The Expanded Art Program appeared to promote harmony among its participants and thus succeeded in its goals. Students in the Extension Centers feel that teachers are well qualified and helpful; they like the freedom of expression and feel that the program has been very helpful to them. When problems of transportation and community suspicion are solved, this activity should be a key to lowering the drop-out rate and providing quality education to all.

Table 3-12

ETHNIC AND NON-ETHNIC CLASSES AND MATERIALS (Continued)

LEA	Activity Title	$ Allocated	LEA Needs and Problems	Objectives	Target Group	Staff Hired	Operational Problems	Output and Assessment
Harrisburg, Pennsylvania	Affective Educational Development Center. (Non-Ethnic)	$5,688 (plus supplies and materials)	Many middle school aged children demonstrate a negative attitude toward school and are generally disruptive. Most are from culturally and emotionally deprived homes.	To change the behavior of those students who have been designated disruptive by teachers. To help teachers to develop teaching strategies for encouragement of student self-motivation toward attainment of learning skills and self-image enhancement.	"Disruptive" Middle School students. (Approximately 120)	1 Center Teacher, 3 Aides.	Initially the activity was self-contained and taught all subjects. It was decided that objectives could be attained more quickly by restructuring the program to center on discussion and treatment of behavioral problems and on basic skills. The change was made March, 1971.	The Center has helped teachers develop strategies that work with disruptive children. Removal of "troublemakers" from the mainstream has reduced tensions there. Staff feel that a number of children have been helped to stay in school. The Center appears to be achieving its objectives at relatively modest cost.

Table 3-12

ETHNIC AND NON-ETHNIC CLASSES AND MATERIALS (Continued)

LEA	Activity Title	$ Allocated	LEA Needs and Problems	Objectives	Target Group	Staff Hired	Operational Problems	Output and Assessment
Macon, Alabama	The Saturday Program. (Non-Ethnic)	$90,018	LEA is in an area with an unusually large number of black poor. LEA has inadequate funds; therefore facilities, personnel, and curriculum are inadequate. Some students are fearful and hesitant about desegregation. School enrollment is 95 percent black.	To improve the public image of the LEA by improving educational opportunities, thereby forestalling the flight of white students. To promote student-to-student communication and racial understanding in a nonstructured, non-graded atmosphere. To enrich educationally and culturally those deprived children who, due to background and income level, have never had an opportunity to participate in diverse educational experiences.	200 educationally and culturally deprived secondary school students.	19 teachers, 12 other staff.	Students reported that classes in the first term were too long and unfortunately concerned only one subject at a time. For the second term the day was shortened and students were allowed to take morning and afternoon classes in different subjects.	70 percent of the students felt that the activity helped them in regular school work. 66 percent would have stayed in the activity without the stipend. 77 percent liked the activity more than regular school. 93 percent would want to be in the activity next year. All involved teachers reported that the activity was a success. Teachers wanted the program continued and recommended that it be adopted as a pilot program for other schools in Alabama and the south. The money was well spent because broader educational opportunities were provided for participants, and because black and white students were involved together in school and social activities, which had not previously occurred in the LEA.

Table 3-12

ETHNIC AND NON-ETHNIC CLASSES AND MATERIALS (Continued)

LEA	Activity Title	$ Allocated	LEA Needs and Problems	Objectives	Target Group	Staff Hired	Operational Problems	Output and Assessment
Polk County, Florida	Black Literature. (Ethnic)	$ 1,235	Current curriculum is lacking in treatment of minority history and culture.	To emphasize black history and positive contributions of Negro-Americans. To aid blacks in the development of positive self-concept and all students in understanding of black heritage.	All secondary students.	None	None Noted.	The material was not in use for a period of time sufficient to permit evaluation.
St. Landry Parish, Lousiana	Curriculum Revision Materials. (Non-Ethnic)	$120,165	Many children were far below national scholastic levels. ITED achievement test scores (seniors): Reading-10.0 Percentile, Vocabulary-9.5 Percentile, Qual. Thinking-8.0 Percentile.	To raise the educational level of large numbers of students. To provide over-age under-achievers with high interest, low vocabulary materials in reading, programmed mathematics materials, and special science and social studies materials.	All elementary and secondary students.	None	A number of teachers did not know what materials were available.	New materials were well received by both teachers and students. It appears that use of the materials gives students a sense of accomplishment. There is some evidence that changes in behavior and attitudes of students is taking place.

Table 3-12

ETHNIC AND NON-ETHNIC CLASSES AND MATERIALS (Continued)

LEA	Activity Title	$ Allocated	LEA Needs and Problems	Objectives	Target Group	Staff Hired	Operational Problems	Output and Assessment
Sumter, South Carolina	Sumter Classroom Project. (Non-Ethnic)	$74,157	A number of children were disciplinary problems due to disinterest in school. Considerable racial tension exists in the schools. Many black students are from very low-income homes.	To motivate students to become more involved in their education. To build student confidence, awareness of abilities and positive attitudes toward school, self, and peers. To individualize instruction. To develop tentative vocational decisions through vocational experiences. To provide an open classroom environment.	Approximately 240 junior high school students with learning and behavior problems.	27 teacher aides.	None Noted.	School personnel feel that student attitudes toward school have improved, that teachers have acquired new ideas, methods, and understanding, and that teacher-student relations have changed for the better. Teachers, principals, and aides feel that the activity should be expanded to include all secondary schools. Although it appears possible that the activity could have been funded otherwise, it appears to be well planned and serves the students well.

Table 3-12

ETHNIC AND NON-ETHNIC CLASSES AND MATERIALS (Continued)

LEA	Activity Title	$ Allocated	LEA Needs and Problems	Objectives	Target Group	Staff Hired	Operational Problems	Output and Assessment
Tuscaloosa, Alabama	Curriculum Revision Project. (Non-Ethnic)	$ 15,000	Students in a particular area are from severely deprived homes. The school serving that area is inadequate in regard to both facilities and instruction.	To conduct a curriculum review and diagnosis and assess most of student needs. To construct a new curriculum based on non-graded classrooms and individualized instruction.	Approximately 290 educationally deprived elementary students.	None	Equipment is needed to enhance certain aspects of the new curriculum. A request for ESAP funds was denied.	Students are now able to participate at their own levels of competence. It appears that the Curriculum Revision Project will have a significant impact on the learning environment in the target school, and perhaps in the entire school system, when fully implemented. Additional funds should be made available to expand the project.
Pensacola, Escambia County Florida	Curriculum Revisoa component of the development of Prototype Model Schools. (Non-Ethnic)	$100,600	Whites were leaving city schools. Facilities have been overcrowded and in poor condition. Curriculum has been inadequate and does not meet the needs of the heterogeneous classroom.	To individualize instruction. To create environment in which the learner can take more responsibility for his own learning. To restructure curriculum to allow use of individualized instruction, team teaching, and small group instruction. To secure the services of curriculum coordinators in helping to write new curricula, selecting materials, and updating teacher skills and classroom techniques.	Students and teachers in 16 elementary and middle schools.	6 curriculum coordinators. (Also had duties absorbed under Teacher Training.)	More time was spent on planning than was originally allotted.	Positive self-image of some children appeared to have increased. A solid foundation has been laid for the move, on a broad scale to individualization of instruction in a non-graded, team-teaching organization. Students, teachers, and parents seem to be supportive of the activity. This activity was a worthwhile expenditure of ESAP funds. It appears to improve quality of education and seems to enhance the effectiveness of the desegregation process.

just put arts programs in the elementary schools where they should have operated all along with local school funding. The same estimate holds for identification of target student populations, i.e., in most cases a good job was done. But then there is Hampton, which developed a vocabulary program for all kindergartens and fourth and fifth grade students, and Greenville, which came up with an art program for all students in 14 schools. If one accepts the assumption that curriculum revision is related to the desegregation problem, then most of the objectives should be related to problems of school desegregation.

Activity Process and Output

The design of these activities seems to related to the identified needs of the districts to a significant degree and also to the ESAP goals and objectives of the LEAs. Planning by the districts was generally adequate except at Sumter, Polk, and Durham, where teacher preparation was not provided for in a timely manner. There seemed to be little teacher, student, or partent participation in the initial planning, which may account for some of the weaknesses. The activities are not particularly innovative, except to the districts themselves and have little role in implementing the details of court-ordered or voluntary desegregation plans. Total target populations will not be reached in some cases, e.g., at Tuscaloosa the activity is a demonstration program and therefore will reach relatively few of the total number of children in the district who could profit. The Saturday program at Macon reaches only those students who elect to come, and because of budget limitations was designed to accommodate only 267 students, grades 7 through 12 (1,000 students applied). The secondary school extension centers at Greenville are reaching only a portion of the total dropout and potential dropout population. The district planning for the activities on the whole seemed quite good, although there was not a great deal of student, teacher, or parent involvement. Students in the Macon Saturday program helped plan their own curriculum. The activities, however, seemed well integrated and coordinated with existing programs at the LEAs. The more innovative activities are the Saturday program at Macon, the affective educational development center at Harrisburg, and the secondary school extension centers at Greenville.

The racial balance of participants in the activities seems generally good. The students in the Harrisburg educational development laboratory are predominantly black, while in Macon there is only a six percent white participation. (It should be noted that the white population is only five percent.) Finding qualified staff was a real problem in San Antonio, Durham, and Greenville. Training given the staffs seems to have been very poor or not done at all. The content and materials seem to have been relevant to the planned objectives, although it should be noted that at Durham and St. Landry a good deal of time was lost searching for materials. The planned activities were generally on schedule although started late in the year. Consequently, little self-evaluation was conducted; and little is planned. Time for teachers to undertake curriculum revision and develop materials appears difficult to arrange. Accessibility to the activities generally was easy and convenient, except for the secondary materials center in Greenville (hard to find), the secondary school extension centers at Greenville, and the Saturday program at Macon (public transportation a problem).

Based on observation and interview comments, there seemed to be a feeling that the non-ethnic activities were helping to improve black and white attendance at Dumas, Macon, Auburn City, and Polk County. Although there is only a six percent white attendance at the Macon Saturday program, the observer felt that the activity was helping to improve student-to-student relationships. The same opinion was expressed by interviewees concerning the programs at Harrisburg, Auburn City, Dumas, and Greenville. There is some evidence that the activities at Auburn City, Dumas, Macon, and Tuscaloosa are helping improve teacher-to-teacher relationships. But it is impossible to isolate what precisely is helping to bring about this outcome if true. Some of it may result in part because of teacher training programs. The programs at Tuscaloosa, Auburn City, and Dumas are specifically designed to help close the academic gap between minority and majority. Interviewees seem to believe the programs are, to a degree, accomplishing this objective, but there are no hard substantiating data available. It should be noted, however, that these programs have been operating for only a semester. The same kind of evidence is offered at all of the districts except Hampton, Polk County, and Harrisburg in support of the claim that the activities are helping improve student-teacher bi-racial relationships. There seems little question that most of the activities are helping the participants most in need of assistance of the kind the activities are designed to provide, although as previously noted, activities designed to reach all children of a grade level (Hampton) or all children in a building (Tuscaloosa) by definition are also helping some children who are not the most in need. Observers believed generally that the activities were successful in meeting their stated objectives.

Few, if any, organizational or structural changes actually have been made as a result of the ethnic activities, although they may result later at Durham and San Antonio when the black studies curricula are ready for implementation. There is no evidence that the activities to date have had any impact on attendance, student-to-student relationships, teacher-to-teacher relationships, or student-to-teacher relationships. It must be concluded therefore that these activities, at the time observed, were not really meeting their objectives.

Some of the problems districts are encountering in developing ethnic classes and materials are not easily resolved. In Durham, for example, a seventh grade committee developed a plan for Africa, Asia, and the Pacific Islands that will be required of all seventh graders in 1971-72. They are unhappy with the text that has been adopted for seventh grade by the state. This raises the whole question of local district-state relationships in the area of textbook selection. In some cases, state systems of textbook selection and distribution seem to militate against progressive curriculum change, e.g., Durham. In this same district, teacher committees felt that they were not provided adequate guidelines or direction from central administration at the start of their assignment to write new curricula in black studies. This came about because there was no one person at the elementary or secondary levels who had curriculum revision as his sole responsibility. Expecting teachers to accomplish curriculum revision as an added responsibility during the school year when they are teaching full-time and handling home responsibilities may be unrealistic. Access to resource materials presents a problem unless someone collects books and multi-media materials in an organized way. Establishing black studies as an elective with the stipulation that such courses could not be conducted unless a certain number of white students enroll is questionable. It can lead to no courses being established because not enough whites enroll, and is patently unfair to black students who desire black studies classes. Articulation between elementary and secondary presented a problem at Durham. Simply providing books without teacher preparation in their appropriate use is a problem in Polk County, Greenville, and Sumter. The basic problem in San Antonio seems to be the dearth of Hispanic materials available in English. Original source documents have to be identified and translated--a long and tedious process.

Conclusions

The overall management of the non-ethnic classes and materials activities by the LEAs seemed very good, probably because the activity plans and procedures were well communicated to the staffs in most cases. Little, if any, technical assistance was received although it is needed by all districts (with the possible exception of Auburn City where the Auburn University staff has been heavily involved). The overall management of these ethnic classes and materials activities is questionable--possibly because of a lack of total commitment, e.g., Durham. Plans and procedures were not that clearly developed and therefore not understood by staffs. Continued ESAP funding is recommended for these activities more for their potential than their performance to date.

Staffing and materials seemed to be the principal problem areas. Staffing problems were of two kinds: (1) securing properly certified additional staff, and (2) finding time in the schedules of busy teachers to work on curriculum development and materials to support the curriculum revisions. The materials problem revolved around the use of packaged, off-the-shelf materials, self-developed materials, or extensive modification of packaged materials. Dumas, for example, is making good use of the Distar program at primary level; St. Landry is using a wide range of materials; Hampton is successfully using an adaptation of the Kottmeyer program in fourth and fifth grades. Hampton, however, is developing its own materials for kindergarten vocabulary; Auburn is developing its own learning packets, and so is Tuscaloosa.

Professional technical assistance is an almost universal need, whether or not the LEAs recognize it. Use of diagnostic testing and prescriptive programming as a consequence of, and appropriate to the test findings, is as yet undeveloped in most of the districts observed. Districts generally could profit from help in the area of needs analysis, which might contribute to a better ordering of priorities. Some districts seem to be accepting on faith the desirability of team teaching, and large open ungraded areas, etc., for all children. The question could be raised whether or not all children can accommodate this structure, which relies heavily on off-the-shelf or teacher-developed learning packets. This structure and process may very well be contra-indicated for some children who need the structure of the self-contained classroom, and may even be contra-indicated with primary children generally. In some districts, there are relatively undeveloped programs of special education (or none at all). Perhaps this is an area that requires more attention. Lastly, one is impressed that there appears to be no activity going forward in vocational education, work-study programs, and cooperative education program development, despite the fact that there is a general need for these kinds of educational opportunities by a large segment of the target populations.

There is also the question of the relation of these activities to the goals of ESAP. Inclusion of ethnic classes and materials with ESAP funding is an attempt to remedy the unfair and inadequate representation in textbooks and class discussions of the contributions made by minority groups to the country's heritage and development. Minority students need more models from our history--of their race--with whom to identify and to emulate. Minorities are speaking out about the unfair representation that has been traditional, and are beginning to find out from sources other than school that their ethnic groups have made some valuable and important contributions to the development, growth, and history of the country. The problem is also recognized by many whites. Teachers' perceptions of minority students have been affected by these omissions; the culture patterns to which they are committed are sometimes diametrically opposed to the culture patterns of millions of minority group children. These considerations have undoubtedly affected the self-image and sense of personal worth of minority students. Teachers' expectations probably have adversely affected the level of achievement of these children. The omissions and unfair representation have negatively influenced the majority image of the minorities. Since these conditions relate so directly to desegregation, it seems reasonable then that programs to correct them should be funded under ESAP.

Desegregation probably has not been the direct cause of many of the problems curriculum revision is attempting to solve. It has, however, confronted educators with an immediate need to find solutions for some problems that have existed for a long time. ESAP has provided some funding to help educators close the academic gap between minority and majority populations and to assist them in trying to get the minority groups into a stronger competitive position in school. If successful, these new programs and approaches ought to enhance the self-image and sense of personal worth of the participants. Desegregation has undoubtedly increased the range of differences with which teachers have to deal. To successfully cope, curriculum revision and new organizational structures are necessary. The high rate of dropouts has been and continues to be a problem. Some program changes are needed that accommodate the needs of dropouts and potential dropouts. Finally, curriculum revisions that promise adaptive education and more individualized instruction can improve the community's image of the schools. The improvements being undertaken by the districts are long overdue, and while triggered by the need to accommodate the special educational problems of minorities, may in the long run improve the quality of education for all children.

TEACHER TRAINING ACTIVITIES

Teacher training (or teacher preparation) activities were funded under ESA to give teachers additional skills to work in classrooms where there was a wide range of learning abilities and to help teachers deal with problems that could be attributed to working in a newly desegregated environment.

In the Phase II evaluation, 12 sites had activities in this category (see Table 3-13). About 40 percent of the activities were directed toward improving the way teachers interacted with each other and students. Many sites chose the "human relations" approach with emphasis on discussions about race, prejudice, desegregation, and the disadvantaged child. Some sites combined "human relations" seminars with practical in-service workshops to give teachers new skills and techniques to work with disadvantaged students and increasingly heterogeneous classes. In some sites the activity occurred after school hours and teachers were paid stipends for attendance. In other sites ESAP paid for substitutes or aides to give teachers release time during the school day to attend sessions.

Rationale

The ESA Program had twin objectives:

(a) helping school systems decrease problems due to desegregation, and

(b) helping school systems improve the quality of education for all students.

Teacher training activities could focus on one or both of these activities. Many school districts combined activities in such a way that teachers had a natural environment (in-service workshop for skill training) in which to discuss problems they had or anticipated having because of desegregation. White and black teachers attended sessions and had an opportunity to see the range of problems and solutions others experienced.

Table 3-13

TEACHER TRAINING PROGRAMS

LEA	Activity Title	$ Allocated	LEA Needs/Problems	Objectives	Participants	Staff Hired	Operational Problems	Output and Assessment
Escambia County, Florida	Teacher Preparation	$27,000[1] 1/Funds for this activity include funds for non-ethnic classes and materials	Exodus of white from city schools. Teachers unable to meet needs of students. Teachers had poor attitudes about working in desegregated environment.	To help teachers (thru in-service training for example) adapt their approach to learning so that they can more effectively provide a supportive environment for pupils.	Teachers at Elementary schools (grades K-8)	Six program specialists. Outside consultants from colleges and universities	More time spent on planning than originally allotted.	Some change in teacher attitudes--more interaction between black and white teachers while working together on joint ventures. Self-image of children increased in schools where interest centers were established.
Hampton, Virginia	Teacher In-service training in Human Relations and City-Wide Forum in Human Relations	$10,653	School officials felt that as desegregation progressed misunderstanding and prejudice would arise among teachers and between teachers and students.	Provide an opportunity to better understand the problems of the disadvantaged. To help teachers develop more effective techniques in intergroup relations.	Teachers serving as "Human Relations Representatives" from each school. Paid $3.00 an hour to attend six in-service sessions. Involved less than 10% of total city teaching staff.	Consultants from U. of V Resource Center on School Desegregation and the State Dept. of Education	Only a small percentage of teachers could be reached. "Multiplier effect" did not work out as planned when core teachers went back to individual schools.	Teachers able to respond and become more aware of members of the opposite race. Teachers more open, honest and frank with each other and with students. Generally improved racial harmony. Activity designed to specifically aid desegregation-achieved objective.
Dumas, Arkansas	Teacher Preparation	$42,791	Need to: 1) develop leadership and attitudes that would promote community understanding in support of desegregation 2) improve quality of education 3) help teachers adjust to integrated non-graded, team teaching approach 4) improve teachers' working knowledge of human relations	To concentrate on the characteristics of the disadvantaged child and the methods and techniques for helping him.	Teachers in the Dumas public schools (grades K-12)	Six classroom teacher leaders. Consultants from nearby colleges and universities. Teachers paid $15 for each session attended.	None noted.	Teachers more aware of academic problems of students. Majority of teachers who participated are using new and innovative techniques learned. Teacher's attitude toward disadvantaged children has improved.

Table 3-13

TEACHER TRAINING PROGRAMS (Continued)

LEA	Activity Title	$ Allocated	LEA Needs/Problems	Objectives	Participants	Staff Hired	Operational Problems	Output and Assessment
Charlotte-Mechlenburg, North Carolina	In-service workshops	$121,223[a] a/Includes funds for teacher aides and volunteer coordinators.	Desegregation brought about wider range of learning abilities which teachers lack skills to handle.	To give teachers practical experience in the "Chester Team Teaching" approach - a variation of the open classroom concept.	Elementary teachers from 24 schools. (Plans are to have a summer workshop program that will be open to more teachers in the system).	In-service Coordinator (white) Consultants	The program was aimed at teachers due to move to schools under construction which had physical space designed to implement open classroom concepts. Those buildings were not finished until the last three weeks of 1970-71 school year.	Teachers attended workshops, made field trips and attended lectures. Few were able to implement what they learned because of physical space constraints. Plans were made to implement skills in the 1971-72 school year.
Tuscaloosa, Alabama	Communications Workshop	$34,372[a] a/Includes funds for Teacher Aides.	System personnel felt that teacher communicated at a very low level to an integrated student body due to dialectal problems and as a result were ineffective classroom teachers.	To provide special training for teachers, focusing on speech improvement with emphasis on communication across ethnic and cultural lines	50 teachers, grades (1-12)	Consultants from the Center for Applied Linguistics, Wash. D. C. Each teacher to be paid $15.00 per day.	The communications workshop was scheduled to begin after the RMC/MBA on-site evaluation.	
Salisbury, North Carolina	Video Tape Project	$ 5,000	Continuation of ESEA project.	To assist professional and paid professional staff through inservice training programs and use of video tape and teacher self-observational skills.	Salisbury Public School Teachers	ESA pays the salary of director of video tape centers.	Project began in 1969 under ESEA funding;that funding expired and OE permitted Salisbury to continue project with ESAP funds.	The primary reason for including this activity in the ESAP proposal and OE's compliance in funding was to insure viable educational project. No special desegregation function is served.

Table 3-13
TEACHER TRAINING PROGRAMS (Continued)

LEA	Activity Title	$ Allocated	LEA Needs/Problems	Objectives	Participants	Staff Hired	Operational Problems	Output and Assessment
San Antonio, Texas	Teacher Preparation Special Demonstration	$107,986	Teachers did not know how to use new materials provided in a desegregated environment. ("Learning about Learning project has produced useful materials for teacher use).	To help teachers develop the competence needed to deal with the learning problems of minority students. To understand the differing of students from minority groups.	500 teachers 250 administrators	Coordinator 2 group leaders 2 secretaries 6 crew workers	New material developed for "Learning about Learning" will necessitate additional training methods. Experimental program open to teachers on a "first come first serve" basis- misses teachers who need it most.	Teachers became knowledgeable about the community by training and working with neighborhood residents. Increase in parent participation. Requests from Houston to train teachers there in a similar program.

Table 3-13

TEACHER TRAINING PROGRAMS (Continued)

LEA	Activity Title	$ Allocated	LEA Needs/Problems	Objectives	Participants	Staff Hired	Operational Problems	Output and Assessment
Dorchester, Maryland	In-service education	$ 7,800	Problems: 1) undereducated staff member. 2) temporary facilities 3) poor and inadequate equipment. (First time that Dorchester conducted kindergarten classes under public school auspices)	To provide good educational experiences for children. To provide good professional support for the educational staff.	Kindergarten staff personnel (both teachers and aides)	Consultant from Univ. of Maryland 13 full day sessions.	No stipends paid to participants. Most in-service sessions (with the exception of the one for kindergarten staff) were to be held in summer 1971 after RMC evaluation.	In-service course stressed interaction between the races (children as well as adults.) Helped new teachers (to a kindergarten program) learn techniques and skills that will improve the quality of education in Dorchester.
	Resource Teachers	$18,000	School desegregation produced a greater range of achievement in each class.	To provide assistance to teachers in dealing with the wide range of achievement, behavior and interests of students.	Elementary School teachers	5 Resource Teachers (some part-time--some full time employees)	Unable to hire six half-time resource people with all the skills thought necessary. Teacher requests exceed time resource teachers are available. No formal training provided resource teachers.	Teachers able to observe new or different methods of working with children who are experiencing problems. Learn new ways of relating to both black and white children--able to see students as individuals. Resource teacher able to provide some children with a "father-image". Change in white teachers' attitudes about learning abilities of black children.
Greenville County, South Carolina	1)Inservice training (Glasser Techniques)	$17,581	Tense situation over housing and desegregation	To reduce the threat of failure Increase interaction between races Stress success and creative thinking To improve black and white relations	6th grade teachers (280 teachers affected) 1 black teacher 1 white teacher from each of 27 schools.	Thirty meetings including 12 seminars. Teachers received stipends for attendance.	Not enough funds to reach all the teachers in system. Only 27 of 100 schools involved.	System personnel felt the Glasser techniques were vital to development of an effective unitary school system. Pre-post attitudinal study indicated positive changes in attitude.
	2)Human relations	$9,065						

Table 3-13

TEACHER TRAINING PROGRAMS (Continued)

LEA	Activity Title	$ Allocated	LEA Needs/Problems	Objectives	Participants	Staff Hired	Operational Problems	Output and Assessment
Harrisburg, Pennsylvania	Teacher Preparation	$26,774	Wide diversity of academic achievement since desegregation.	Helping teachers to recognize and manage social and emotional problems in elementary and secondary classrooms.	21 teachers (programmed text) 80 teachers (sensitizing sessions)	Consultants for 12 half day. Training sessions Participants paid $18.75 per sessions attended.	None noted.	Programmed text approach with workbook, homework and lecture. Traditional approach to problems solving. Teachers felt they had profitted.
Durham, North Carolina	Human relations workshops	$69,311[a]	Staff uneasy about working in newly desegregated schools.	To permit teachers in a given school to fully discuss problems with peers and to discuss problems that teachers have with students.	Teachers at 21 of Durham's 24 schools.	Teachers in both programs received stipends for attendance. Consultants from local universities were also hired as leaders.	Attendance not compulsory for Human Relations workshops and some teachers who may have benefited, did not attend.	Initial conflicts between staff at nearby desegregated schools was decreased because of human relations workshop
	Teacher preparation inservice	a/ Bulk of ESAP money to be spent in Summer Workshop 1971	Teachers unable to cope with increased range of learning abilities of students.	To help teachers gain skills in specific subject matter areas.	190 teachers (K-12)		More teachers applied for workshop than funds would permit.	Teachers gained specific skills which they used in the classrooms.
St. Landry Louisiana	Teacher training in reading instruction.	$48,202	Students below average in reading.	To train teachers who lacked knowledge and skills in the teaching of reading.	Elementary teachers in the parish schools	20 teachers released from classroom duties for 40 days (project paid for teacher aides to act as substitutes.)	Classes of the 20 released teachers may have differed educationally since completely taught by substitute aides.	Outputs difficult to assess
	Counselor inservice training		Counselors had never worked with students of the opposite race.	To expose counselors to new techniques of problem solving with youth of the opposite race.	Counselors in the parish schools.	Twelve 2 hr sessions conducted by consultants from local university	None noted	Basically the counselor received college courses at the University of Southwestern Louisiana.

In previous years, individual LEAs funded teacher training activities from state funds, local school funds, or under one of the ESEA Titles. Funding this year's teacher preparation was made possible under ESA because school districts assumed that desegregation would increase the range of learning abilities in a classroom and teachers would need specific skills to work effectively in those classrooms to maintain an acceptable quality of education. Further, school districts anticipated that teachers would have some difficulty working effectively with teachers and students of the opposite race and needed an opportunity to discuss and share feelings as they occurred.

Activity Problem Areas

The problem most frequently encountered was the limitation of funds which presented the inclusion of all teachers in workshops who wanted to participate. In an attempt to "spread the effect" of workshops and circumvent the fund limitations, some sites chose to use teacher-participants in a "multiplier-effect" process. A quota was set on the number of teacher-participants from a given school to attend workshops. They were then to return to their home school and share what had been learned or demonstrate new techniques. The process did not work in a very effective manner, partly because the workshops were not set up to train teachers as disseminators and partly because the sessions were personal experiences for each teacher-participant and the benefits derived were not necessarily applicable to other individuals.

When a site did not try the multiplier-effect process and funds were limited, only a relatively few teachers in the district were able to participate in teacher training programs. The best that can be said of these sites was that ESAP provided an opportunity to try out new concepts for in-service workshops.

Several sites postponed intensive teacher preparation plans until the summer of 1971 (after RMC evaluation). Plans included sensitivity sessions to deal with prejudice, racial tension, and interpersonal relations, and specific skill building workshops for teachers.

Activity Process and Output

Many of the sites would have probably had some type of in-service training as part of a regular teacher activity during the 1970-71 school year. However, first year desegregation plans caused teachers a number of problems that warranted prompt solution. ESAP was able to provide some teachers with new skills to manage heterogeneous classes and provided an opportunity for teachers to discuss fears, problems, and anxieties about working in a situation much different than the previous year.

Teachers in sites where human relations sessions occurred noted a change in the way they felt toward students and adults of the opposite race. In sites where teachers received skill training, there was a difference in the way teachers grouped students for learning and an increase in individualization of instruction. For the first time, many teachers used materials and literature about minority groups in class discussions.

Conclusions

Most of the sites defined objectives well and in many cases were well on the way to attaining the objectives by the end of the 1970-71 school year. Several sites stated objectives in both areas (desegregation and improving quality of education). Plans for teacher activities in the 12 sites ranged from after-school sessions, Saturday session, sessions during school hours, and summer workshops. Stipends seem to help ensure attendance, but limited the number of participants. Most of the 12 sites used consultants from either nearby colleges or universities or hired specialists in a specific field to provide teachers with proven skills and techniques to provide experienced leaders for sensitivity sessions.

Teachers were able to learn new ways of helping students both in an educational as well as an interpersonal sense and teachers seem to better understand problems and feelings of students and adults of the opposite race.

None of the 12 sites had what could be classified as an innovative teacher training activity, but teachers felt that the sessions were personally beneficial.

TEACHER AIDE ACTIVITIES

The teacher aide and classroom support[1] activity was originally part of the USOE teacher training activity. For analysis purposes, however, it seemed reasonable to separate the two in order to provide a clearer description of activity strengths and problems.

In the Phase II evaluation, six sites had activities that can be categorized under the classroom support banner. Table 3-14 depicts the sites and gives a brief review of the activity for each site. Five sites had what can be viewed as traditional teacher aides: staff whose main task was to relieve teachers of non-teaching duties. The sixth site (Salisbury) used ex-teachers or certified teachers who only desired half-day employment as teacher associates. These teacher associates acted in concert with the regular teacher forming a type of half-day team-teaching arrangement.

Rationale

Most sites decided to use classroom support personnel for one of the following reasons:

(a) reduce teacher-pupil ratio,
(b) provide more individualized attention to students, or
(c) relieve teachers of non-teaching tasks.

For some school districts, ESAP was the first opportunity through which funds were available to pay for teacher aides. In other districts, 1970-71 teacher aides were paid for by ESAP whereas in previous years they were paid from other funding sources. In either case, implicit assumptions were made by school districts that aides would

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[1] Includes teacher associates, resource teachers, specialists, and substitute teachers.

Table 3-14

TEACHER AIDE AND CLASSROOM SUPPORT PROGRAMS

LEA	Activity Title	$ Allocated	LEA Needs/Problems	Objectives	Target Group	Staff Hired	Operational Problems	Output and Assessment
Escambia County, Florida	**Teacher Aides**	**$12,000**				**4 aides hired**		
Tuscaloosa, Alabama	**Teacher Aides**	**$34,000[a]** **a/Includes funds for communications work-shop**	**Overcrowded classrooms due to desegregation plan which closed several schools.**		**Teachers in five elementary schools and 2 junior high schools. (14 teachers used aide services)**	**Ten teacher aides.** **1 day training session**	**Aides spread too thinly. One aide may work for 5 teachers in one day.**	**More training need in specific skill areas for aides.**
Dorchester, Maryland	**Intermediate Teacher Aides**	**$45,000**	**Increased teacher-pupil ratios due to desegregation**	**1)Decrease class size** **2) Assisting teachers with small group activities** **3) Assisting teachers with discipline** **4) Assisting teachers in giving individual attention to students** **5) Providing bi-racial adult contact for the students** **6) Working with children who are using learning stations**	**Elementary school teachers**	**15 teacher aides (7 black 8 white)**	**Aides could only work about a half day with each teacher.** **Not enough training provided.**	**Non-professional aides worked with slow children.** **Aides were not equipped to help children explore new avenues of learning alternatives.** **Difficult to determine whether aides had greater impact on desegregation than in improving the quality of education or vice versa.**

Table 3-14

TEACHER AIDE AND CLASSROOM SUPPORT PROGRAMS (Continued)

LEA	Activity Title	$ Allocated	LEA Needs/Problems	Objectives	Target Group	Staff Hired	Operational Problems	Output and Assessment
Durham, North Carolina	Aides	$69,311^a a/ includes funds for teacher workshops and In-Service Programs	Desegregation highlighted the disparity of learning abilities that could exist in a class.	To relieve teachers of non-instructional duties; to permit teachers to give more time to the instruction of children.	Elementary School Teachers	19 teacher aides	Aides spread too thinly among teachers	Aides didn't have enough specific skills to cope with a variety of classroom problems.
Charlotte-Mecklenburg, North Carolina	In-school aides	$121,222^a a/ includes funds for workshops and salaries for coordinators	Increased busing-increased teacher-pupil ratio. Increased range of learning abilities within a class.	In-school aides would be used to improve teacher and school effectiveness	Elementary School Teachers	127 aides (75 white, 25 black)^a a/ includes school-community aides	Principals were to make selective of aides. Some schools were very prompt in screening applicants; they felt it was a low priority task. Aides received little or no training. In some schools the principal made assignments for aides; in others, aides worked at discretion of teachers.	Aides attended several seminars to discuss problems felt and changes they wanted implemented. Teachers more aware of opposite race viewpoint. More specific training in skill areas needed.
Salisbury, North Carolina	Teacher Associates	$41,500	Range of learning abilities.	To meet individual needs of children	Elementary School Teachers	40 teacher associates (29 white 11 black)	1) Regular classroom teachers not required to accept services of teacher associates. TA's only worked half-day. Older teachers less willing to accept TA's.	1) Emphasis on hiring individuals with professional status(ex-teachers, holders of BA or BS degrees, etc.) Teacher associate did not always work with slow learners. Role became like that of a "team-teacher."
	Library Aides	$ 2,500	Increased use of library facilities.	To assist elementary and junior high school librarians in achieving more effective use of libraries and the materials and equipment housed there.	Elementary and Junior High School Teachers	10 Aides (7 white 3 black)	2) Funds did not permit aides to work entire school year.	2) Mainly clerical help - little or no impact on improving education or easing problems due to desegregation.

(a) improve the quality of education, and

(b) ease problems due to desegregation.

School districts felt that aides in classrooms would permit teachers to plan more effectively, individualize instruction, and help teachers close the achievement gap between disadvantaged and normal children. Further, LEAs felt that hiring members of minority groups as aides would provide a reassuring presence for minority children to relate to and have the advantage of involving the community in the school system. In some sites, aides were used as two-way interpreters: informing school personnel about student home or personal problems, and explaining school policies and practices to parents.

Activity Problem Areas

For all the positive acceptance of aides by school personnel and community residents alike, aides were not as effective as was anticipated. Several reasons for this lack of effectiveness emerge in a review of the case studies of the six sites that received funds for classroom support personnel:

(1) When aides were hired, many school systems felt that the more teachers who used their services, the more widespread the benefit. Unfortunately, this meant spreading aides so thinly that they did little more than move from teacher to teacher performing tasks that were seldom related to either of the objectives of improving the quality of education or easing problems due to desegregation. Funding constraints also limited the number of aides that were hired and school systems didn't want to "favor" one teacher over another, so aides were spread among as many teachers as possible.

(2) In most sites, aides were hired soon after ESAP funds became available and began work in classrooms almost immediately. As a result, few aides received any formal training aimed at making the most effective use of their presence. Some sites felt they skirted the training problem by setting educational or previous experience (e.g., Head Start, other aide experience, etc.) requirements. In actuality, however, individuals were hired on the basis of availability and willingness to accept minimal wages. However, teachers, anxious to utilize aides, often turned over teaching tasks to aides. This most often took the form of aides tutoring individuals or group of students who

were classified as "slow learners." The unfortunate result was that individuals untrained in specific techniques were taking over the task of working with students most in need of professional help.

Activity Process and Output

When aides were used to relieve teachers of non-teaching tasks (roll-taking, paperwork, running ditto machine, etc.), they were seen as very effective. Those sites which clearly spelled out tasks for aides and provided schedules (even when aides could only spend a few hours per week with any given teacher) seemed to make the best use of unskilled aides. The teacher-associate program in Salisbury was the only one of the six sites where staff was adequately trained to help the slow learner and even there, the slow learner group was not always the sole responsibility of the teacher associate.

A positive strength of the aide activity was the provision of additional adults in classrooms. When minority group aides were hired, some sites felt that minority children had the opportunity to relate to more than one race of adult if he had a problem and wanted to talk with an adult. Additionally, for the time the aide was actually in a given classroom, the adult-student ratio was decreased and the aide often helped the teacher with disciplinary problems and permitted the teacher to work with small groups of students without leaving the rest of the class to their own devices.

Conclusions

Aides have long been seen as a positive benefit to American classrooms. With training in specific skills and techniques and a system of differentiated staffing for aides, they can go a long way toward providing worthwhile services. The most outstanding problem with aides paid for by ESAP was their lack of training and the fact that they served too many teachers. It cannot be assumed that aides will pick up needed skills in an "on-the-job" manner. All teachers are not adept at training support personnel in a manner most beneficial to students and classroom environments.

REMEDIAL EDUCATION PERSONNEL AND PROGRAMS

Introduction

Compensatory or remedial education classes generally are of two types, (1) tutorial programs, and (2) reading clinics or centers. The objective of most of the programs is to raise the reading levels of selected students, although some programs, e.g., Salisbury, North Carolina, offer tutoring in a number of high school subjects including foreign languages and help students with research projects on which they are working. Table 3-15 presents an outline of the six activities observed.

Rationale

The districts felt that inclusion of compensatory or remedial education classes for ESAP funding would help reduce the academic gap between the minority and majority populations, and thus put the minority group in a stronger competitive position. Improvement of the minority self-image and sense of personal worth might also result. Additionally, close personal working relationships could help break down teacher-to-student and student-to-student racial barriers. If successful such programs could help reduce the range of differences with which teachers must deal. Greater student achievement and school success, particularly by the minority, could improve the schools' holding power and lower the dropout rate. If the programs were successful they could contribute to community understanding by demonstrating school concern for the needs of the individual. These purposes seem to be directly related to special needs of districts incident to the elimination of racial segregation and discrimination among students. They appear to be designed to achieve successful desegregation and the elimination of discrimination against students of a minority group, although it should be noted that all of the programs accommodate educationally handicapped whites as well.

Two of the districts spent some money on materials to support their reading clinics--Dumas and Hampton. It seems obvious that reading clinics cannot function

Table 3-15

REMEDIAL EDUCATION PERSONNEL AND PROGRAMS

LEA	Activity Title	Allocation	LEA Needs and Problems	Objectives	Target Group	Staff Hired (Racial Balance)	Operational Problems	Output and Assessment
Hampton Virginia	Remedial Education Clinics. Remedial Materials.	$143,000	At 6th grade--18 percent of students 2 or more years below grade level in reading. Wide variations in ability levels.	Improve reading and communication skills of elementary pupils retarded one or more grade levels Enhance desegregation by reducing the barrier of diverse skills. Provide diagnosis and remediation. Provide teacher training.	Students at elementary one or more years below grade level in reading. Elementary classroom teachers.	Four Remedial Reading Teachers.	Finding space for one of the two clinics. Not enough time spent with individual pupils. Clinics close at 3:00 p.m. teachers from schools serviced unable to visit clinics. Materials delivered late. Overlapping functions of ESAP reading teachers and other reading personnel in the district. Not reaching all children in need.	Established two reading clinics. Remedial services provided to more children. Test data show substantial improvement in reading by students. The more deficient a black student is on entering the program, the more progress he is likely to make.
Dumas Arkansas	Remedial Reading Laboratory.	$ 4,540	Great disparity between black and white students on test scores. Wide variations in ability levels.	Improve reading skills of children at intermediate grade levels.	90 black and white students at intermediate severely retarded in reading.	One remedial reading teacher (black) and one aide (white).	Housing, solved by use of one mobile unit. Staffing, could not find certified remedial reading teacher.	Laboratory equipped, staffed and operational. Remedial services to children. Teachers say reading skills of participants improved. Slow readers participating more in regular classes. Not reaching all the children in need.

Table 3-15

REMEDIAL EDUCATION PERSONNEL AND PROGRAMS (Continued)

LEA	Activity Title	Allocation	LEA Needs and Problems	Objectives	Target Group	Staff Hired (Racial Balance)	Operational Problems	Output and Assessment
Kankakee Illinois	Mobile Learning Unit.	$16,900 (RMC estimate)	To determine through structured research if student attitudes and behaviors improve as a result of remedial programming.	Compare progress of staff and students in developing positive student self concepts in 3 environments: (a) remedial, (b) Glasser Techniques, (c) No special treatment.	4th and 5th grade black and white students in need of remediation--total of 133 assisted.	2 teachers and 4 aides for total research effort and one university consultant. The two teachers are white, the four aides are black.	Theoretical controversy. One teacher refused to allow her randomly selected students to participate.	Students' regard for school and teachers dropped considerably. Moderate gains on friends--activity and me-activity scales. Self-concept changes of treatment group "encouraging." Better student-student relations. Better student-teacher relations. Some black-white peer relationships developed. Research results inclusive.
Salisbury North Carolina	High School Tutorial Program.	$12,500	Students in need of individual attention and tutorial help. Students in need of a place to study.	Help students in need of individual attention. Provide study facilities for students with inadequate study facilities at home. Decrease the drop-out rate. Improve chances of success for marginal students. Stimulate scholarship.	50 black and white marginal students.	Teachers and librarians from regular staff, racial mix same as staff. Library aides mostly black.	Not reaching potential drop-outs to the degree desired.	Program reaching 75 to 100 students nightly. Serving both black and white students (one third black participants). Students learning more or more interested in doing homework and in school generally. Teacher attitudes toward students improving. Wide acceptance of program by students, parents, and community.

Table 3-15

REMEDIAL EDUCATION PERSONNEL AND PROGRAMS (Continued)

LEA	Activity Title	Allocation	LEA Needs and Problems	Objectives	Target Group	Staff Hired (Racial Balance)	Operational Problems	Output and Assessment
Durham North Carolina	Junior High School Tutorial Program.	Not available--included in Teacher Training budget.	Too many students two or more years below grade level in reading, math., and language arts.	Provide remedial tutorial help in reading, math., and language arts. Renew students' interest in school and improve students' self-image.	Junior High School black and white underachievers.	6 teams of one teacher and two paraprofessionals, each. More blacks than whites on teams.	Some students in need not being reached because of expulsion or drop-out. Need for better diagnostic procedures. Need more materials. Need more principal improvement.	Students receiving individual help. Some students have improved their grades. Some students' attitudes better. Some better student-teacher relations.
Polk County Florida	Remedial Materials.	$245,093	Large number of students including migrants seriously retarded in reading, math., science and social studies as measured by standardized tests.	Provide materials of a remedial nature to 117 schools.	Student underachievers at all grade levels.	None.	Materials spread too thinly because of funding limitation. Inadequate teacher preparation.	Some students more interested and involved. Numbers of teachers express approval of new materials because they provide alternative strategies. Too soon to try to measure impact of materials.

without the software appropriate to the hardware and some material with high interest, but low vocabulary levels. Two districts, Salisbury and Durham, spent little or nothing from ESAP on materials related to remedial education. There was only one district that spent a large sum from ESAP on remedial materials: Polk County. Of the total ESAP budget of $193,581 for remedial activities in Polk, hardly any was spent on other than materials and equipment purchase. The rationale for using such a large portion of ESAP funding at Polk for remedial materials, is summed up by the Director of Federal Programs. He said, "If we had known that this was not going to be a one-shot deal, we would have hired people and put them in the junior and senior high schools, trying to work with human relations and the other programs. We were afraid funding would not continue and we do not want to hire and then have to lay off people."

The six remedial activities examined are detailed in the accompanying table. The pattern of activities ranged from the traditional reading laboratory, e.g., Dumas, to a high school tutorial program during after-school hours in the school library, e.g., Salisbury, to Polk County, which purchased and distributed materials and equipment only.

Activity Problem Areas

The needs and special problems of the LEAs seem to have been reasonably well-defined with regard to remedial activities. All districts were able to point to achievement test results, which indicated heavy percentages of students, particularly blacks, achieving one or more years below grade level expectancy in reading, and/or arithmetic and/or language skills. Salisbury pointed to its high school drop-out rate as an area of special need. These same data not only indicated the gross need but also served to identify the target population in specific terms. Because many whites experience serious educational deficits and need remedial programming, the districts felt reasonable racial inter-mixing in the groups would naturally occur, and in most cases it did. Salisbury, for example, has from 75 to 100 students at their nightly tutorial sessions, one-third of whom are black.

The field reports contain reasonably clearly defined objectives for these activities; they could be improved if stated in behavioral terms. The activities are designed to improve the educational achievement of the participants. However, in all cases, the activity was designed to reach only part of the target population, e.g., Dumas' remedial clinic serves only 90 children; Hampton established two clinics to serve 12 schools. This reflects an inability to reach 100 percent of the target population, more because of fiscal limitations than a lack of desire.

Activity Process and Output

Most seemed to have been planned by someone in the administrative hierarchy and were implemented as originally planned. Students, teachers, and parents were either minimally involved in the planning or not at all. Yet the activities seem well-planned and designed to meet the district's stated objectives. Polk County, however, spread materials over 117 schools and provided little or no teacher preparation, and as a consequence, materials were spread too thinly. Had teachers been involved in the planning, this situation might not have occurred.

No really innovative activities were observed, although they were innovative for the districts concerned. Salisbury's night tutorial program is somewhat innovative, but even it has been tried before, e.g., New York City.

Staffing seemed to present no problems, except at Dumas, which could not secure a qualified remedial reading teacher. Even there, the person hired is in the process of completing her certification and the activity is supervised by a highly competent elementary curriculum supervisor.

Hard data for evaluation purposes were available in only one district. The data at Hampton indicate a widening of the gap between blacks and whites. It should be noted, however, that the reading gains for black students are proportional to the original deficiency, i.e., the more deficient a black student is upon entering the reading program, the more progress he is likely to make--a surprising result. In short, the rate of progress of the blacks in relation to their original deficiency exceeded that of the whites.

Soft evaluative data--comments from teachers, parents, students, etc.--indicate some limited improvement in student-student relationships; e.g., at Dumas both white and black students have requested permission to attend the reading laboratory and some white and black students were observed working in pairs. The same pairing was observed at Salisbury and Durham. Teachers who sent their students to these programs note significant academic improvement with some children. In two districts, Hampton and Durham, the staff appears to have been spread somewhat thinly to have any lasting effect. At Polk County, as previously noted, materials are too thinly spread. There is no evidence that the remedial activities and materials improved either black or white attendance or reduced dropout rates.

Conclusions

Overall management of these activities by the school districts ranges from acceptable to very well done. The Salisbury case study indicated "the plan was carefully thought out and implemented with no modifications." It further indicated careful delineation of processes; techniques were provided in detail to the staff by the administration. The Dumas case study suggests the reading laboratory was one outgrowth of a two-year program of teacher preparation including methods and techniques for helping students from deprived backgrounds. Technical assistance provided the districts on remedial programs appears to have been non-existent in most districts except in relation to preparing their program proposals. It is clear that three of the districts could have benefited from technical assistance of a professional nature, had it been available--Hampton, Dumas, and Durham. All could have used help in developing evaluative procedures. From an educational standpoint, all of the activities should be continued and strengthened. The activities seem to be coming to grips with identified educational needs (of blacks in particular).

Remedial programs primarily dependent on personnel appear to be good in relation to improving education quality, but not as good in aiding school desegregation. Where the concentration is primarily on supplying materials and equipment without adequate teacher preparation, the contribution to aiding desegregation is felt to be poor. Remedial personnel and materials are somewhat high-cost items and in view of their performance to date in aiding desegregation narrowly defined, the question is raised as to whether or not districts should continue to be encouraged to fund these activities using ESAP funds.

STUDENT-TO-STUDENT ACTIVITIES

Introduction and Rationale

Student-to-student activities range from programs involving selected students in human relations workshops (several districts), to a student-manned "hot-line" (Kankakee), to drama presentations followed by discussions (San Antonio). One district (Abilene) had a summer recreation-academic day camp planned, but not yet in operation, for elementary students.

Districts gave a variety of reasons for implementing student-to-student programs. For example, some districts felt that such programs might encourage biracial student iteraction and closer association, and reduce student racial polarization. Improved inter-personal relationships might result, particularly for those students having difficulty getting along with their peers. Attitudes and behavior related to questions of race hopefully would be improved, and, in the process, student-to-student and teacher-to-student communications would be strengthened. This help would enable students to understand and handle peer group pressures in a healthy way. Some programs would develop a student leadership nucleus to work with teachers and administrators in dealing with racially related school problems. Indirectly, the programs might affect parental attitudes toward desegregation and help develop sympathetic and supportive community understanding. As such, these purposes are directly related to desegregation and the elimination of discrimination against minority group students.

Activity Problem Areas

Six activities were examined as noted in Table 3-16. Comparative evaluation of these activities reveals the following problems and strengths.

The needs and special problems of the LEAs are well-defined for student-to-student activities. All districts were able to point to "incidents," or polarization of student attitudes and behavior, including voluntary segregation of students in cafeterias and in extra-curricular activities that suggest the need for improved human relations. The activities in all districts were structured carefully to ensure racial balance among participants. One district, San Antonio, however, was not successful in interesting Chicanos in the drama workshop for reasons not yet identified.

Staffing seemed to present no problems. In some cases, consultants were used, e.g., Harrisburg. San Antonio had to hire a drama workshop director; others used already available staff, (e.g., Williamson).

Activity Process and Output Evaluation

The objectives for these activities are reasonably clearly defined but could be improved if phrased in behavioral or performance terms. In all cases, the objectives clearly relate to problems of desegregation. Target populations were appropriately identified, although none of the activities was designed to reach the total student bodies except through the multiplier effect. This probably reflects the District's inability to design programs within fiscal limitations that could reach 100 percent of the students. Further, it should be noted that techniques and methods to reach large masses of students in the human relations area are, as yet, not clearly defined. The LEAs are groping for effective devices. The problems being encountered seem more organizational and attitudinal rather than staffing and materials, except at San Antonio, which has to develop scripts for each drama presented.

Table 3-16

STUDENT-TO-STUDENT ACTIVITIES

LEA	Activity Title	Allocation	LEA Needs and Problems	Objectives	Target Group	Staff Hired (Racial Balance)	Operational Problems	Output and Assessment
Harrisburg, Pennsylvania	Student Leadership Cadre	$15,000	Polarization of student attitudes in newly desegregated high schools along racial lines.	Develop a student leadership cadre that would work along with administrators, counselors, teachers to resolve problems that are incident to desegregation or ongoing school problems. Develop mechanism for new leadership nucleus. Increase and improve communications among students, faculty, and administration and improve interpersonal relationships.	Forty militant and moderate students of both races and selected faculty, counselors, and administrators. Students selected from grades 8, 9, 10, and 11.	None hired, consultants used.	High school staffs remained aloof and non-involved.	Too soon to evaluate. Faculty and administration that are involved are enthusiastic about program. Multiplier effect among students and rest of faculty doubtful. Some of the student cadre attending Board of Education meetings. One principal reports cadre of students helpful in "quieting" his school.
Kankakee, Illinois	Student Help Program	$2,000	A mechanism to help students to resolve questions dealing with race relations.	To provide callers with accurate information about conditions in the schools. To assist students and other callers to handle race relations concerns in an acceptable manner.	Any students plus others who might call.	One counselor, white; four eighth grade students working in teams of two on alternate Saturday mornings.	Not many calls received. A competing hotline set up by a black community group. Saturday morning an inappropriate time to operate.	Has not dealt with racial problems and attitudes. Has counseled callers on boy-girl problems, etc., typical of eighth grade. Responded to 60 calls over a period of 17 Saturday mornings. Program ineffective--to be phased out.
Williamson, Tennessee	High School Student Advisory Committees	$1,000 Estimated	To begin to develop a mechanism to involve students in school problem resolution in the racially mixed high schools of the district.	Using interaction games, role playing, etc. to identify racial relations problems and methods of handling them. Committee members achieve multiplier effect with rest of students.	Twenty-eight mixed black and white student committee members, indirectly the student bodies of four high schools.	One ESAP project director (black) with many other duties. One paraprofessional volunteer aide.	Meetings scheduled in conflict with other school activities, peer pressure about "mixing."	Some evidence of improved racial understanding, parental understanding, and community understanding of school problems.
Abilene, Texas	Summer Day Camp Program	$23,550	Provide for summer recreation and academic needs of underachievers, children with peer relationship problems.	Improve social adjustment, self-concepts, and academic achievement of participants. Teach use of leisure time, attentiveness, creative arts, etc. Teach self-expression.	Two hundred educationally deprived blacks and whites from intermediate grades, one or more grades below grade placement, having difficulty with peers and without opportunity to participate in other summer programs.	Ten teachers, and 15 college student aides, and one nurse. Racially mixed.	Program not yet in operation at time of field visits.	Program not yet in operation at time of field visits.

Table 3-16

STUDENT-TO-STUDENT ACTIVITIES (Continued)

LEA	Activity Title	Allocation	LEA Needs and Problems	Objectives	Target Group	Staff Hired (Racial Balance)	Operational Problems	Output and Assessment
Hampton, Virginia	Youth Seminars in Human Relations	$1,641	Reduction of tension between black and white students. Students tend to segregate on racial lines.	Bring about interaction between racial groups. Meet problems of polarization. Avoid voluntary segregation on the part of students.	Junior and senior high school black and white students.	Part-time services of an advisory specialist.	Multiplier effect among students not working effectively.	Program helping to get young people, black and white, together to work out their own problems. Helping avoid racial unrest. Some participants feel seminars a waste of time—produce "phony interaction." Making participants more aware of intergroup relations.
San Antonio, Texas	Kenwood Players	$92,914	Desegregated secondary students having difficulty communicating values and attitudes to teachers and students of opposite race.	Develop mutual acceptance of differences, understanding of behavior and dress codes, and how to handle pressures of peer groups.	Nine student players, 30 students at each high school to include gang and group leaders as well as student council and club presidents. All secondary students through multiplier effect.	One drama director (Mexican-American), plus some student players.	Chicanos did not volunteer for "Players." Support by some principals not strong enough.	Through drama, role-playing, and small discussion groups, students are getting better understanding of their own problems and problems of others, e.g., principals. Learning healthy ways of dealing with their problems. No evidence multiplier effect is being achieved.

Planning seems to have been carefully accomplished in most districts--perhaps even cautiously. There is little evidence that students, or teachers and principals, were involved in the initial planning since most of the activities were initiated by higher administration. Only two are thought to be innovative, namely the drama workshop at San Antonio and the student leadership cadre at Harrisburg. The Kankakee student hot-line was somewhat innovative in design, but failed because of faulty identification of needs and poor choice of time for its operation (Saturday mornings).

There are no hard data available in any district for evaluative purposes. Perhaps hard data cannot be identified for evaluation of this kind of activity. Even soft evaluative data are scanty. Comments from teachers, students, and some principals indicate strong interest and support and "opinions" that the activities are making a contribution. However, all districts could profit from technical assistance with regard to how to evaluate. It is obvious in all districts relying on the multiplier effect that it is not working to the extent desired and anticipated.

Conclusions

The management of the activities has been good generally, except for the Kankakee "hot-line" and Franklin County student advisory committees. Technical assistance was virtually non-existent. In the area of human relations, all districts could profit from professional technical assistance if it were available. They need to know that, unless better processes are discovered, depending on students for the multiplier effect is risky at best. There is some evidence too, that voluntary participation sometimes results in those who need it most not participating. The activities are generally imaginative and, in some cases, innovative attempts by LEAs to improve attitudes and relationships. Perhaps as more experience is gained by the LEAs with student-to-student activities, their contribution to resolving desegregation problems will greatly increase. There is little feeling on the part of school districts that these activities should directly improve the quality of education, except in the summer program being organized at Abilene.

SPECIAL COMPREHENSIVE PLANNING AND ADMINISTRATIVE PERSONNEL

Introduction and Rationale

Activities in these categories were undertaken in nine LEAs. Seven were reviewed (see Table 3-17). The following table indicates the percent of the total ESAP budget spent by the LEAs for comprehensive planning and administrative personnel

LEA	Total ESAP Allocation	Amount for Comprehensive Planning and Administration	Percent of Total ESAP Allocation
San Antonio, Texas	1,200,000	42,022	3.5
Greenville, South Carolina	359,998	24,341	6.6
Escambia, Florida	224,895	50,450	22[a]
Salisbury, North Carolina	75,000	4,500	6.0[b]
Dumas	88,000	6,000	7.0
Charlotte-Mecklenburg, North Carolina	708,100	52,000	7.3
Harrisburg, Pennsylvania	75,723	2,264	3.0
Sumter, South Carolina	156,243	2,200	1.4
Tuscaloosa, Alabama	124,950	17,486	14

a. If the Assistant Director for Teacher Personnel was charged to Curriculum Revision and Teacher Preparation, this percent would be approximately 14.

b. Clerical aides for libraries.

Table 3-17

SPECIAL COMPREHENSIVE PLANNING AND ADMINISTRATIVE PERSONNEL

LEA	Activity Title	$ Allocated	LEA Needs/Problems	Objectives	Target Group	Staff Hired	Operational Problems	Output and Assessment
Charlotte-Mecklenburg, North Carolina	Community Study	$50,000	Racial isolation	Find a long-range stable solution to the problem of racial isolation.	The school district student and staff population	None	Supreme Court decision pending	Entire study postponed--no output
	Central Office Personnel	$ 2,000	Payroll auditing and accounting	Accomplish clerical detail	NA	Clerks	None	Performing their clerical duties
Dumas, Arkansas	Project Director	$ 6,000 (est.)	One person to plan, implement and supervise ESAP funded activities	Some curriculum revision, teacher preparation, remedial reading facility and special counseling	Pupils and teachers of the school district.	One half-time director (white)	None	Good job of planning and supervision. Evaluation of activities somewhat weak.
Escambia, Florida	Administrative Personnel	$36,200	A program director, an assistant program director and 2 clerks	The program director studies effects of school boundary changes, effects of housing developments, etc. on racial balance. A second objective is to enforce present boundary limits.	Students who are boundary "jumpers"	One program director (white)	None	Has advised the superintendent and board of education on a continuing basis of the effects on racial balance of proposed school boundary changes, impact of housing developments, etc. A reduction in boundary "jumpers," some indirect public relations
			An assistant director to deal with teacher personnel problems resulting from wholesale teacher reassignments	Reduce teacher insecurity and adjustment problems of reassigned black and white teachers. Coordinates all in-service training of district staff.	The 75% of black teachers and the 25% of white teachers reassigned The whole professional and paraprofessional staff at the district.	One assistant program director (white)	No unusual problems	Teachers feel more secure in new assignment. Some curriculum revision and teacher preparation for the revisions.

Table 3-17

SPECIAL COMPREHENSIVE PLANNING AND ADMINISTRATIVE PERSONNEL (Continued)

LEA	Activity Title	$ Allocated	LEA Needs/Problems	Objectives	Target Group	Staff Hired	Operational Problems	Output and Assessment
Greenville County, South Carolina	Administrative and Clerical Personnel	$24,341	Program planning and administration	Plan ESAP program components. Improve bureau relations in personnel handling	Minority students Professional staff	Director of Research and Evaluation (white) Assistant director of personnel (black). A secretary and bookkeeper.	No unusual problems	Total ESAP program seems well-planned and implemented. Staff personnel relations improved and capability of district to hire qualified blacks enhanced.
Harrisburg, Penn.	Planning	$ 2,264	NOT EVALUATED - DATA NOT AVAILABLE					
Salisbury, North Carolina	Planning and Evaluation	$ 1,000	Need for expert consultant help in planning evaluation	NA	NA	None	NA	NA Money was not spent or consultant hired
Sumter, South Carolina	Logistical Support	$11,166 (budget) $2,200 spent, remainder going to a teacher preparation program.	NOT EVALUATED DUE TO REALLOCATION OF FUNDS					
San Antonio, Texas	Comprehensive Planning	$42,022	Large ESAP appropriation necessitated hiring a director and supporting help.	Plan, budget and implemented ESAP activities	Community, school staff and students	Full-time director, a secretary, two part-time clerks and a bookkeeper.	Not evaluated	Not evaluated
Tuscaloosa, Ala.	Administrative Personnel	$17,486	Budget from ESAP of $124,000 and tight regular staffing in district brought on need for a project director and a secretary.	To plan, execute and supervise ESAP projects for the district.	Total community and district staff and students	Project director, (black) and a secretary.	No unusual problems	All ESAP activities planned are in operation.

The need for good, comprehensive planning in the districts can be affected by a number of factors:

(1) The size of the ESAP funding. In part, this is related to the size of the district in some cases, e.g., San Antonio with an allocation of $1,200,000, can justify a full-time director and support. Williamson County, Tennessee with an allocation of $9,750 hardly had a similar need.

(2) Lead time for planning. There was an extremely short period of time for development of proposals, and also, between submission of proposals and allocation of funds. Planning therefore had to be accomplished by staff already on board. Implementation and supervision of activities previously planned, of course, could be provided by ESAP funded staff, e.g., the assistant director for teacher personnel at Escambia, the elementary curriculum supervisor at Dumas, the director of research and evaluation, and the assistant director of personnel at Greenville.

(3) The additional support work imposed. Again, this is dependent on size of allocation; e.g., Greenville felt a need for additional clerical and bookkeeping help; San Antonio had a similar need.

Conclusions

There appears to be a need for improving the effectiveness of planning in some districts. This does not mean necessarily that more money be allocated to the LEAs for this function. More adequate professional technical assistance may be part of the answer.

It may be reasonable to assume that planning the wise expenditure of ESAP allocations can, and perhaps should, be done by staffs already employed in the LEAs. This is particularly true where districts plan to spend their money primarily for professional improvement of the total educational enterprise, i.e., where the LEAs plan to fund activities for teacher preparation, curriculum revision, counseling, etc., as opposed to busing, portable classrooms, etc. In most districts there are professionals, including the superintendent of schools, assistant superintendents for curriculum, principals (who should be the instructional leaders in their buildings),teaching staffs, coordinators, etc., who understand the districts and their needs. Some smaller and medium-sized districts are handicapped in this regard and help may have to be provided. Additionally, many districts have neither the expertise nor personnel to properly plan and administer special community programs. Here, assistance may have to be provided.

To be avoided is the employment of planning or administrative staff to perform functions districts ought to be funding with local resources--the "program director" at Escambia, for example, has functions that are more those of an attendance supervisor than a director of an ESAP activity.

A number of districts told interviewers that substantial staff time was spent with GAO personnel and other evaluation personnel visiting the districts. They felt some provision for this kind of local staff time should be provided by ESAP.

In the final analysis, special comprehensive planning money should be charged to ESAP only for that planning and administrative work caused directly by ESAP.

Of more concern is the fragmentation of ESAP funds among a number of activities, few of which appear to be meeting the needs of total target populations. Personnel planning ESAP programs in the LEAs might consider concentrating ESAP money on one or two high-priority problems with the hope that total or almost total alleviatiation of the problem would result, rather than funding a multiplicity of activities in the expectation that some minimal progress will be achieved on many fronts.

MISCELLANEOUS ACTIVITIES

Materials and Equipment

This section is concerned with materials and equipment other than in support of curriculum activities. Four districts were reviewed. St. Landry, Louisiana purchased 900 student lockers. Dumas, Arkansas bouth primary playground equipment. Abilene, Texas and Salisbury, North Carolina bought videotape records. In

St. Landry there appeared to be widespread theft brought about because students had no place to keep their gear. In Dumas, desegregation concentrated primary children in one building with critically inadequate playground facilities. Abilene felt the instant playback feature of 2 video-tape recorders would help teachers and students identify their racial biases and hence help to correct them. Salisbury felt a video-tape recorder could be effective in teacher improvement because teachers could privately observe their own classroom performance and identify and correct weaknesses. The recorder would also be used to provide playback of classes in session for viewing over the local educational cable-TV station, thus contributing to community understanding. No unusual problems were reported by St. Landry or Dumas, since outright purchase and installation of the equipment was all that was involved. Abilene and Salisbury both indicated inadequate teacher preparation was a problem, which resulted in under-utilization of the equipment.

Expenditures for these activities follow:

St. Landry, Louisiana	$5,400.00
Dumas, Arkansas	$4,500.00
Abilene, Texas	$7,500.00
Salisbury, North Carolina	$1,400.00 (Estimate)

The need for lockers at St. Landry, and playground equipment at Dumas, clearly existed and, to a limited degree, is related to desegregation. The need for teacher improvement at Abilene and Salisbury seems clear. Professional objectives for the activity at Salisbury and Abilene were reasonably well-defined and in these two situations oriented to improving the quality of instruction.

The design of the activities at Abilene and Salisbury, however, were weak in two respects. First, responsibility for effective utilization of the equipment was dispersed among a number of people. Second, utilization was made voluntary, and as a consequence under-utilization resulted, and some of the people who could most profit were not involved. This may have resulted in part because teachers were not involved in the planning. They are not innovative activities--use of instant playback has been tried, with some evidence of success, elsewhere. Abilene and Salisbury could have learned that successful use of video-tape playbacks for teacher-improvement is contingent on qualified leadership, and provided for such leadership in their planning.

Since little provision was made for orderly evaluation of the activity at Abilene and Salisbury, the objectives were only partially reached. In the case of St. Landry, the objective of providing safe storate space for 900 students was reached. Use of the playground equipment by both blacks and whites at Dumas was observed to be extensive.

From these activities, several conclusions emerge:

(1) The question of priorities of need arises since both St. Landry and Dumas expended funds on equipment that generally is the responsibility of a local district to provide using non-federal funds. In view of the need for community information activities, curriculum revision, counseling, etc., in these districts, there is some question whether these purchases warrant the priority given them? The same may be true at Abilene and Salisbury. Is the purchase of sophisticated, somewhat expensive equipment the best way to undertake teacher improvement?

(2) Salisbury and Abilene suggest the need for adequate technical assistance in planning. Someone knowledgeable in the field of teacher preparation could have helped them include teachers in the planning and advised the districts to fix responsibility in one person. He could have suggested they provide for competent professional leadership to orient teachers to use the equipment properly and help them identify the correct shortcomings in their performance.

(3) If on-going evaluation procedures had been structured into the activity at Abilene and Salisbury, some of the shortcomings could have been identified early and corrected.

(4) The purchase of expensive hardware by relatively unsophisticated districts is questionable.

Facilities Improvement

Four districts purchased portable classrooms. St. Landry, La., brought 7 portable rooms becuase of immediate need for space at two elementary schools, the senior high school, and the industrial arts high school. Charlotte-Mecklenburg, North Carolina, is using 8 portable rooms at paired elementary schools. Tuscaloosa, Alabama, erected 10 portable rooms using school employee and student labor to accommodate 300 students. Polk County, Florida is planning on using a mobile room stocked with professional books and materials on inter-racial relations, individualized instruction, and instructional techniques. It is intended to be a mobile professional library circulating to the schools to provide teachers with up-to-date material for their professional reading and improvement. It was not yet in operation at the time of the observation.

The use of these units at St. Landry, Charlotte-Mecklenburg,and Tuscaloosa seems clearly warranted because of shifts in student populations brought about by desegregation. They provide instant classroom space for relatively modest sums compared with the cost of permanent facilities.

One district, Salisbury, North Carolina, modernized the entrance and rear exit of a formerly all black school in an attempt to attract white parents to make use of this seriously run-down facility.

Expenditures for these activities follow:

St. Landry, Louisiana, 7 units	$70,000
Charlotte-Mecklenburg, North Carolina, 8 units	$80,000
Tuscaloosa, Alabama, 10 units	$34,914
Salisbury, North Carolina, rebuilding of front and rear exits	$ 1,500

A possible danger to be avoided is that sometimes temporary facilities have a way of becoming permanent. In this instance, portables might encourage Boards of Education to avoid facing up to the issue of building permanent facilities to accommodate student populations that overcrowd already existing buildings. While the motivation at Salisbury is commendable and the appearance of the school was improved, the basic problem of a previously neglected facility still remains. It should either be modernized or replaced using local and state funding sources.

Busing

There were two activities observed, Tuscaloosa, Alabama and Greenville County, South Carolina. At Tuscaloosa, under the desegregation plan, a number of students attending the vocational program were transferred to schools not offering the vocational programs in which they were enrolled, or in which they were interested. Some had been in the vocational program as long as three years. To accommodate the vocational education needs of these students, they were programmed part-time in their assigned school and part-time at the vocational facility. Transportation had to be provided for them between the two schools. Using ESAP funds two small busses were purchased and two drivers hired. No unusual problems were encountered in working out this arrangement at Tuscaloosa.

Unless the vocational students were to be penalized educationally and handicapped programmatically, clearly an arrangement of this kind was necessary. It seems obvious the condition arose directly because of the desegregation plan. Provision of transportation therefore, in this instance, appears to be a reasonable expenditure of ESAP funds.

At Greenville, court ordered cross-busing caused transportation scheduling problems. Bus routes and stops were established by trial and error during 1970-71. The objective was to computerize scheduling for 1971-72. ESAP provided money to employ the computer experts needed to automate the scheduling. One hundred schools with 6,600 minority and 25,500 non-minority students were involved.

The cost to ESAP at Tuscaloosa was $15,177; at Greenville $3,326.

The only question that arises is whether or not the Tuscaloosa Board of Education could have, and perhaps should have, made provision for these two buses and two drivers in its regular transportation budget or in its vocational education budget, and used the ESAP money allotted to this activity for some other eligible ESAP purpose.

4

ANALYSIS OF PARENT AND TEACHER QUESTIONNAIRES

As a supplement to the field case studies in Phase II, questionnaires were mailed to a sample of parents and teachers to solicit further information about ESAP activities. Parents were asked questions primarily about community information activities in their school district,while teachers were asked to indicate the activities in which they were participants and to name the source of funding which made their participation possible.

Inherent in the data for both parents and teachers is one facet common to all mailed surveys--lower number of respondents return the complete questionnaires than could be achieved with on-site interviews. Nevertheless, even with the small number of respondents returning questionnaires, some interesting points about ESAP activities emerge.

PARENT QUESTIONNAIRE

The Phase II in-depth analysis of 20 districts with exemplary programs was designed to include a survey of a sample of parents of children in the public school system. With primary interest in the areas of community information and community understanding, a brief, structured survey instrument was developed to secure information across all districts in a consistent manner. After pretesting, which demonstrated the instrument to be workable, the survey was administered by mail.

Prior to use, approval of the instrument (see attachment I) was obtained from the U. S. Office of Management and Budget, as required by regulations. Samples were drawn for the Phase II ESAP districts based upon the student enrollment in the LEA. The following rules were followed:

LEA Student Enrollment	Approximate Sample Size	Number of LEAs
Less than 20,000	200	15
20,000 to 60,000	300	3
More than 60,000	400	2

A systematic process was used to draw parent samples in each district. Where student enrollment data were centrally located at LEA district offices, a random start, fixed interval sampling technique was used to select the desired number of names. Where enrollment data were not in central offices, the sampling procedure was conducted using files at several randomly selected schools. In several cases it was necessary to have the LEAs draw the sample from their files according to RMC specific sampling instructions. Through these procedures lists of parent names and addresses became available for 17 of the 20 districts within the necessary time period. Mailing took place during May and June, as the various lists became available from the LEAs.

Telephone follow-up was originally planned if time and resources permitted. This plan could not be implemented, however, due to time constraints and the lower than anticipated questionnaire rate of return. This rate, 16 percent, did not justify additional expenditures. In the time available, it did not appear likely that the rate could be raised to a significantly higher level.

RESULTS

The response rate for the survey was, as just mentioned, 16 percent, with a variation across the districts from six percent to 35 percent. Although the overall rate is not a low rate of return for a general mail survey, it had been hoped that parents would comprise a special interest group which could be expected to respond at a higher rate, providing a large enough sample per district to permit district comparisons. In this, we have been disappointed.

The wide variation in response rate required that consideration be given to the question of bias being introduced into the sample from this source. Responses to several questions (Questions 1, 5a, and 10) were examined, by district, to determine if the pattern of responses from low response rate districts was significantly different from the pattern of responses from districts with a high response rate. No trend or pattern emerged in the responses as the response rate increased from six to 35 percent. Thus one can conclude that over this range response patterns are independent of response rate. RMC concluded that responses from the districts could be aggregated without fear of bias.

An Overview

Such an aggregation across districts is presented in Table 4-1. Total responses as well as responses by a minority-non-minority categorization are shown. It can be seen that slightly less than half of the parents responding, 46 percent, recalled that they were worried in the fall of 1970 about their children attending a desegregated school. However, at the time of this survey, 64 percent thought the desegregation process in their district was "going along okay," and seven percent thought it was "moving too slowly," leaving only 29 percent indicating that desegregation was "moving too fast."

Several questions dealt with the desire for information on the part of parents and supplying of information by the schools. While almost 70 percent of the respondents indicated that parents were seeking more information about the operations of the school and the effects of desegregation in the 1970-71 school year as compared to the previous year, only 45 percent of the respondents felt that schools were supplying more information that year than in the previous one. In addition, in rating what the school system was doing to ease parent and student worries about the effects of desegregation, almost 45 percent indicated a rating of "excellent" or "good" while about 55 percent indicated only "fair" or "poor." Community involvement was viewed by about 40 percent of the parent respondents as unchanged. However, of the remaining respondents, 63 percent perceived greater community

Table 4-1

NUMBER AND PERCENT OF RESPONSES BY MINORITY AND NON-MINORITY RESPONDENTS

Question	Minority		Non-Minority		Total	
	Number	Percent	Number	Percent	Number	Percent
1. Feeling about children attending desegregated school						
Pleased	94	59	90	19	184	29
Didn't care	34	21	125	26	159	25
Worried	33	20	258	55	291	46
2. Feeling about desegregation process						
Moving too slowly	25	15	17	4	42	7
Going along okay	130	80	270	58	400	64
Moving too fast	8	5	178	38	186	29
3. Parents seeking more information						
True	120	74	324	68	444	69
False	42	26	154	32	196	31
4. Schools supplying more information						
True	105	67	183	38	288	45
False	53	33	297	62	350	55
5. Rating of school system's easing of worries about desegregation						
Excellent	26	16	62	13	88	14
Good	62	38	131	27	193	30
Fair	64	40	136	28	200	31
Poor	9	6	152	32	161	25
6. Community Involvement						
More involved	84	52	163	34	247	39
Less involved	18	11	125	26	143	22
No change	60	37	189	40	249	39
7. Desegregation process						
Very easy	25	15	26	6	51	8
Easy	85	53	180	38	265	42
Difficult	44	27	177	37	221	35
Very difficult	8	5	89	19	97	15

involvement and only 37 percent thought there was less. Overall, the respondents were about equally divided in their view of the desegregation process being "easy" or "very easy" as opposed to "difficult" or "very difficult."

The Influence of Race

Perhaps of more interest than this aggregated tabulation is the response to breakdown by race. In the analysis of Phase I, race of the respondent was found to be an important explanatory variable. Similarly, in this survey of parents, the feelings and responses of the members of the minority groups are seen to be markedly different from the members of the non-minority group. One can note that the proportion of positive responses to every question is higher for minority group members than for non-minority group members.

It is necessary to determine if this variation in response pattern between minority and non-minority group members is significant. For each set of responses in Table 4-1 the chi-square value was calculated and tested at the 95 percent confidence level. Except in the case of Item 3, the sets of responses from those of minority group members were significantly different from those of non-minority group members. Thus, significantly more minority group members recalled that they were pleased at the beginning of the 1970-71 school year about their children attending desegregated schools. Also, significantly more minority group members regard the school systems' efforts to disseminate information and ease worries about desegregation in a positive way. It can be concluded that the race of respondents is an important explanation of variations in response.

ESAP Community Information Programs

Three of the 17 districts in this survey of parents had as one of their ESAP activities a community information project which concentrated on using media to provide school information to the community. These districts--Durham, North Carolina, Salisbury, North Carolina, and San Antonio, Texas--were examined more closely in comparison with the remaining districts with regard to the responses to selected questions. Two approaches were taken, one to assess possible differences in sources of information and one to assess possible differences in impact of school and school district information on parents in the districts with the community information activities and on parents in districts without such activities.

With respect to the sources from which parents received information, media and non-media sources were contrasted both in groups and by individual source: radio, television, newspapers, children, neighbors, teachers, community organizations, and other sources. Different patterns of response between the three districts with community information activities and the remaining districts were not observed, and the frequency of mention of media versus non-media sources did not distinguish the three districts from the 14.

To assess possible differences in impact of information on parents, the responses to several questions were examined and ranked by district. Of interest were the percent of parents giving an "excellent" or "good" rating to the school system for easing parent and student worries about the effects of desegregation, the percent of parents perceiving greater community involvement in the 1970-71 school year compared to 1969-70, and the percent of parents responding "true" to the statement that "schools are supplying more information about operations of the school and the effects of desegregation this year as compared with last year." The emergence of a pattern of response for the three districts would be of interest, but again, no patterns were apparent. However, San Antonio, the one district in the Phase II Sample having undertaken an extensive community information project, appeared near the top of the rankings in the responses to the three relevant questions.

Conclusions

The use of parent questionnaire did not produce the results hoped for because of the low 16 percent response rate. A total of about 640 responses were received from 17 LEAs. But the responses that were received indicated that collectively parents felt much better about desegregation late in the school year than at the start. They were about equally divided in rating the difficulty of the desegregation process, and in rating what the districts were doing to ease parent and student worries about the effects of desegregation. The race of the respondent was found to be an important explanation of variations in response, with black parents consistently feeling more positive about desegregation effects and associated LEA actions. From an examination of the three LEAs having ESAP community information activities aimed at the general community, no patterns emerged.

In short, the effects of ESAP on parents was encouraging, but inconclusive, partly because of the low response rate.

TEACHER QUESTIONNAIRE

Introduction

While the Phase II evaluation was intended to be an in-depth look at 20 sites and case studies were developed for each of the sites, it was felt that more concrete data should be collected from ESAP participants. Since many of the sites spent money on programs for teachers, it seemed feasible to ask teachers to comment on those facets of ESAP activities directly related to them.

Original sample selection for recipients of teacher questionnaires was intended to be 100 percent--e.g., all teachers who had participated in an ESAP activity within an LEA were to receive questionnaires. This, of course, assumed that each LEA had a list of teachers who had participated in ESAP activities. Requests were made of each of the LEA project directors for those lists. Some LEAs had such lists while others could indicate only schools where activities had taken place. Still other sites indicated that they had no participants in certain areas because plans called for a summer workshop and participants had not yet been selected. Therefore the teacher sample varied for each site. For the most part, the first effort was to sample teachers who were known participants. If this method was not successful then an effort was made to sample teachers in ESAP schools. Five districts did not receive teacher questionnaires because by the time the sample was decided upon the LEA had terminated the 1970-71 school year and it was felt that teachers would be too difficult to locate at home addresses.

In total, 618 teachers in 15 Phase II sites returned the questionnaires (see Attachment II); of the 618, 284 indicated that ESAP paid for an activity in one of the four following areas:

- Part I - Programs designed to change attitudes or improve human relations;
- Part II - Programs designed to improve techniques in teaching;
- Part III - Aides; and
- Part IV - Curriculum revision programs.

In each case respondents were asked if they participated in any activities in these four areas and, if so, what source provided the funds. Table 4-2 shows the distribution of respondents, by site, who indicated that ESA paid for an activity. Table 4-2B is a summary of Table 4-2A and includes the percent of the total respondents for each part.

In addition to the problems mentioned earlier concerning sample selection of teachers, another factor occurred that reduced the response rate: Questionnaires were mailed near or after the end of the 1970-71 school term and teachers may have felt that the return of a mailed questionnaire was not of sufficiently high enough priority in light of pressing end-of-school-year duties. This caused several cells in Table 4-2 to be somewhat small and made separate analysis for LEAs. However, cross-site analysis was conducted in which all respondents were included. The cross-site analysis focuses on those questions dealing with:

(1) what was learned,

(2) changes made as a result of activity participation,

(3) effect on desegregation,

(4) effect on education, and

(5) attitudes.

Table 4-2 A

DISTRIBUTION OF RESPONDENTS, BY SITE, INDICATING THAT ESA PAID FOR OUR ACTIVITY

Site	Total Number of Questionnaires Returned	Part I	Part II	Part III	Part IV	Total ESA[a]	Number of Females	Number of Males	Number of Blacks	Number of Whites	No Data Sex	No Data Race
Dorchester, Md.	96	5	9	12	12	28	24	3	21	6	1	1
Polk County, Fla.	43	4	6	3	25	27	13	14	3	24	-	-
Dumas, Ark.	27	16	14	0	2	18	14	3	3	14	1	1
Salisbury, N.C.	3	1	0	3	0	3	3	-	-	3	-	-
St. Landry, La.	3	0	0	0	0	0	-	-	-	-	-	-
Williamson, Tenn.	3	3	1	0	1	3	2	1	-	3	-	-
Tuscaloosa, Ala.	3	0	1	0	0	1	-	-	-	-	1	1
Sumter, S.C.	5	1	4	2	5	5	5	-	-	4	-	1
Harrisburg, Pa.	21	1	3	2	4	7	4	3	1	6	-	-
Greenville, S.C.	50	9	4	1	5	13	9	3	3	9	1	1
Durham, N.C.	69	32	6	14	7	42	37	5	21	21	-	-
Abilene, Texas	105	7	1	3	3	10	4	6	1	9	-	-
Charlotte, N.C.	170	1	9	26	3	29	26	1	5	22	2	2
Kankakee, Ill.	12	2	1	2	2	4	2	2	-	4	-	-
Macon, Ala.	8	3	1	0	0	4	-	2	2	-	2	2
Totals	618	85	60	68	71	194	143	41	60	125	8	9

a. Some teachers participated in more than one activity.

Table 42B

SUMMARY TOTALS AND PERCENT OF TOTAL

N of respondents citing ESA funds as source		Percent of Total
Part I	85	13.9
Part II	60	9.5
Part III	68	11.0
Part IV	71	11.5
Subtotal	284	45.8
N of respondents not citing ESA funds as source	334	54.2
Total Questionnaires Received	618	100.0

The teacher questionnaire was designed to pick up information about any and all activities that a teacher participated in regardless of source of funding. If a section did not apply, a teacher was able to skip the section after answering an introductory question. It was originally planned to compare responses of ESAP funded teacher activities with non-ESAP teacher activities but the cell sizes were too small for meaningful analysis.

Cross Site Data Analysis

In total 85 teachers indicated that they participated in an activity designed to change attitudes or improve human relations and that ESAP paid for part or all of the activity. Following are a set of figures (I-1 thru I-5) for questions 5, 6, 7, 8, and 9 of Part I of the questionnaire showing number of respondents and percentages for each question.

Part I - Programs Designed to Change Attitudes or Improve Human Relations

While one quarter of the teachers who indicated that ESAP paid for a Part I activity stated they had generally improved racial communications, 15 percent mentioned they learned specifically about disadvantaged children and ways to deal with the disadvantaged child in the classroom. About eight percent of the respondents indicated that they "learned nothing" or "learned nothing new" from the ESAP sponsored sessions. Roughly ten percent of the respondents indicated that ESA paid for an activity in this area but declined to elaborate about what they had learned.

About 33 percent of the respondents indicated that participation in this ESAP funded activity caused them to become less authoritarian, more open, responsive, aware and humanistic. However,22 percent related that even though they had participated in a session they made no changes in their teaching or school activities. About ten percent declined to answer and the remaining 35 percent stated that because of the sessions their classes were made more interesting through the varied presentation of materials to children, increased individualized attention and a concentrated effort to help children become less prejudiced.

Figure I-1

Part I (N = 85)

Question 5: What has happened so far in the sessions? What have you learned?

		No.	%
a.	How to relate--improved relationships. improved racial communications.	22	25.8
b.	New information about disadvantaged children.	13	15.3
c.	Better understanding attitudes and behavior of the opposite race.	9	10.6
d.	General educational information.	8	9.5
e.	Made aware other race has teaching problems.	7	8.2
f.	Learned nothing.	7	8.2
g.	Discussions about desegregation.	5	5.9
h.	Miscellaneous.	5	5.9
i.	No Data.	9	10.6

Figure I-2

Question 6: What changes have you made in your teaching or school activities as a result of these sessions?

		No.	%
a.	More humanistic--more open--more aware--more responsive and relaxed.	28	32.8
b.	Made no changes.	19	22.3
c.	Present material in a more varied way. Able to stimulate pupils.	9	10.6
d.	More individualized attention to students.	8	9.5
e.	Helped children become less prejudiced.	6	7.1
f.	Miscellaneous.	7	8.2
g.	No Data.	8	9.5

Figure I-3

Question 7: To what extent have these sessions aided the desegregation process?

	No.	%
a. A great deal.	23	27.1
b. Somewhat.	36	42.3
c. Very little.	19	22.4
d. Not at all.	3	3.5
e. No data.	4	4.7

Figure I-4

Question 8: To what extent have these sessions improved the quality of education at this school?

	No.	%
a. A great deal.	14	16.5
b. Somewhat.	43	50.5
c. Very little.	18	21.2
d. Not at all.	4	4.7
e. No data.	6	7.1

Figure I-5

QUESTION 9

	Very True		Somewhat True		Not True		No Data			Little Or No Effect		Some Effect		Considerable Effect		No Data	
	No.	%	No.	%	No.	%	No.	%		No.	%	No.	%	No.	%	No.	%
a. 1. Since the beginning of the school year, black teachers are more aware of the problems white teachers face.	26	30.6	43	50.6	9	10.6	7	8.2	a. 2. Did this program affect the situation to any degree?	18	21.2	49	57.6	10	11.8	8	9.4
b. 1. Since the beginning of the school year, there is less friction between white and black teachers.	29	34.1	35	41.2	5	5.9	16	18.8	b. 2. Did this program affect the situation to any degree?	18	21.2	35	41.2	20	23.5	12	14.1
c. 1. This school year white teachers are relating more positively to black teachers.	32	37.6	39	45.9	6	7.1	8	9.4	c. 2. Did teacher participation in this program affect this condition to any degree?	19	22.4	44	51.8	15	17.6	7	8.2
d. 1. This school year white teachers are adjusting to teaching black students more easily.	34	40.0	40	47.1	3	3.5	8	9.4	d. 2. Did white teacher participation within program affect this condition to any degree?	17	20.0	43	50.6	18	21.2	7	8.2
e. 1. This school year black teachers have established good rapport with white students.	41	48.2	33	38.9	3	3.5	8	9.4	e. 2. Did black teacher participation in this program affect this condition to any degree?	18	21.2	45	52.9	13	15.3	9	10.6

How did these sessions affect desegregation and education from the teachers' point of view? Only 27 percent of the respondents came out strongly in favor of saying that the sessions aided desegregation a great deal. About 42 percent felt they should play safe and say that the session helped desegregation somewhat. Twenty-six percent felt that the sessions had little or no effect on the desegregation process and less than five percent refused to answer the question.

How teachers felt about the role the sessions played on improving education showed a somewhat different pattern.

Fewer teachers (16 percent versus 27 percent) felt strongly enough about coming out in favor of endorsing the sessions as having a great deal of impact on improving the quality of education. More than half (50.5 percent) ran for cover in the "somewhat" category, leaving the same percentage (26 percent) of teachers feeling that the sessions had little or no impact on the quality of education. A larger number of teachers (7 percent versus 5 percent) declined to respond to question 8.

The most interesting data in Part I is to be found in the attitude question (No. 9). Teachers were asked to what extent a set of statements were true and the impact the ESAP sessions had on the validity of a given statement. We have seen that respondents like the safety of choices such as "somewhat or "some" and are reluctant to come out strongly in favor of an "either/or" or "yes/no" stance If we redefine the columns in question 9 into (1) True (combination of Very True and Somewhat True) and (2) False (Not True) and (3) No Data and (4) Much Effect (Combination of Some Effect and Considerable Effect) and (5) No Effect and (6) No Data, we can see a little more clearly how teachers felt about what was happening in their schools and whether ESAP had any effect on what was happening:

	True 1		False 2		No Data 3			Much Effect 4		No Effect 5		No Data 6	
	No.	%	No.	%	No.	%		No.	%	No.	%	No.	%
a1	69	81.2	9	10.6	7	8.2	a2	59	69.4	18	21.2	8	9.4
b1	64	75.3	5	5.9	16	18.8	b2	55	64.7	18	21.2	12	14.1
c1	71	83.5	6	7.1	8	9.4	c2	59	69.4	19	22.4	7	8.2
d1	74	87.1	3	3.5	8	9.4	d2	61	71.8	17	20.0	7	8.2
e1	74	87.1	3	3.5	8	9.4	e2	58	68.2	18	21.2	9	10.6

Now with Columns 1 and 2 representing "True" and "False," respectively, and 3 as "No Data" one can see that the majority of teachers felt that all five statements were generally true for their school this year. Note that statement b1, "Since the beginning of the school year, there is less friction between white and black teachers" caused 18.8 percent of respondents to leave the question blank, but even so, 75 percent felt that the statement was true for their school. Ten percent of the respondents felt that it was not true that black teachers are more aware of the problems that white teachers face.

Column 4 indicates that teachers felt the sessions greatly affected the validity of the statement, while Column 5 indicates that the sessions had no effect on the validity of the statement. Column 6 is "No Data." Here teachers were a little more cautious. There were substantial numbers of teachers who chose not to respond to the questions (a2 - e2).

About the same percent of teachers (20 percent) felt that in each case (a - e) ESAP had no effect on whether or not the statement was true for their school. About ten percent of the teachers chose not to respond to any of the five questions in the "b" section.

Part II - Programs Designed to Improve Techniques in Teaching

Sixty teachers responded to questions dealing with programs designed to improve techniques in teaching. This section covers questions 3, 6, 7, 8, 9, and 10 of Part II of the questionnaire.

Figure II-1

Question 6: What has happened so far in the sessions? What have you learned?

		No.	%
a.	Acquired new information/skills in specific subject matter area.	32	54.2
b.	Improved teaching techniques in specific subject matter area.	14	23.7
c.	Learned nothing.	3	5.1
d.	Miscellaneous.	3	5.1
e.	No Data.	7	11.9

Figure II-2

Question 7: What changes have you made in your teaching or school activities as a result of these sessions?

		No.	%
a.	Applied principles learned.	17	28.8
b.	Became more humanistic, changed/modified attitudes.	11	18.6
c.	Made no changes.	7	11.9
d.	Included minority contributions in curricula.	5	8.5
e.	Provided more individualized attention.	5	8.5
f.	Miscellaneous.	5	8.5
g.	No Data.	9	15.2

Figure II-3

Question 8: To what extent have these sessions aided the desegregation process at this school?

		No.	%
a.	A great deal.	10	17.0
b.	Somewhat.	26	44.0
c.	Very little.	15	25.4
d.	Not at all.	4	6.8
e.	No Data.	4	6.8

Figure IV-4

Question 9: To what extent have these sessions improved the quality of education at this school?

		No.	%
a.	A great deal.	17	28.8
b.	Somewhat.	28	47.5
c.	Very little.	9	15.2
d.	Not at all.	1	1.7
e.	No Data.	4	6.8

Figure II-5

QUESTION 10

	Very True		Somewhat True		Not True At All		No Data	
	No.	%	No.	%	No.	%	No.	%
a.1. The academic performance of many students is improving.	16	26.7	34	56.7	2	3.3	8	13.3
b.1. White teachers still do not like dealing with black students.	2	3.3	16	26.7	33	55.0	9	15.0
c.1. White students are responding favorably to black teachers.	33	55.0	17	28.3	1	1.7	9	15.0
d.1. Black teachers still do not like dealing with white students.	1	1.7	10	16.7	38	63.3	11	18.3
e.1. Black children are responding favorably to white teachers.	26	43.3	26	43.3	1	1.7	7	11.7

	Very True		Somewhat True		Not True At All		No Data	
	No.	%	No.	%	No.	%	No.	%
a.2. These sessions had a strong impact on improving the academic performance of students.	9	15.0	35	58.4	8	13.3	8	13.3
b.2. These sessions have had little influence on white teachers liking to deal with black students.	7	11.7	20	33.3	22	36.7	11	18.3
c.2. These sessions were a strong influence in the way white students respond to black teachers.	4	6.7	29	48.3	17	28.3	10	16.7
d.2. These sessions have had little influence on black teachers liking to deal with white students.	9	15.0	23	38.3	16	26.7	12	20.0
e.2. These sessions were a strong influence in the way black students respond to white teachers.	6	10.0	25	41.7	20	33.3	9	15.0

Part II - Discussion

This activity to improve techniques in teaching was one of the more traditional aspects of teacher training for which ESAP funds were used. The rationale for funding such an activity was generally that desegregation brought about a shift from homogeneous to heterogeneous groupings and teachers lacked specific skills to deal with such a shift. In some school districts there was also a more subtle reason for funding teacher-training with ESAP monies: Since many black teachers would be working for the first time with predominantly white students and school districts, the districts felt that teachers could benefit in a program to upgrade skills. As figure II-1 shows, over 75 percent of teachers in Part II activities acquired new information, skills, and techniques in specific subject matter areas.

How did teachers use what they had learned? About 28 percent directly applied what they had learned in the sessions. About 18 percent admitted to a change in their attitudes and in the way they operated in the classrooms. (Became more humanistic, less authoritarian, etc.) Nearly 12 percent said they made no change; 15 percent declined to answer.

In contrasting how the sessions aided desegregation and improved the quality of education, more teachers felt the sessions did more for education than for desegregation. Thirty-two percent felt that the sessions aided the desegregation process very little or not at all. In both cases about seven percent did not answer the question.

As in Part I, teachers were asked how true a set of statements were for their school. By combining into new columns, we get (1) True (Combination of Very True and Somewhat True), (2) Falso (Not True at All), and (3) No Data. The same new foils can be used for a1 - e1 and a2 - ea.

	True 1		False 2		No Data 3			True 1		False 2		No Data 3	
	No.	%	No.	%	No.	%		No.	%	No.	%	No.	%
a1	50	83.3	2	3.3	8	13.3	a2	44	73.4	8	13.3	8	13.3
b1	18	30.0	33	55.0	9	15.0	b2	27	45.0	22	36.7	11	18.3
c1	50	83.3	1	1.7	9	15.0	c2	33	55.0	17	28.3	10	16.7
d1	11	18.4	38	63.3	11	18.3	d2	32	53.3	16	26.7	12	20.0
e1	52	86.6	1	1.7	17	11.7	e2	31	51.7	20	33.3	9	15.0

There were two questions that over 50 percent of teachers said were not true at all:

b1 - "White teachers still do not like dealing with black students" (55 percent)

and the converse

d1 - "Black teachers still do not like dealing with white students"

It is interesting to note also that questions b1 and d1 elicited a 15 percent and 18 percent "no response" rate respectively.

The other three questions (a1, c1, and e1) each received over 80 percent of teachers votes as "True" for their schools.

When asked about the impact of the sessions on questions b1, 37 percent of the teachers felt the session did have some influence on positively changing the way white teachers felt about dealing with black students. Twenty-seven percent felt that the sessions had an influence on positively changing the way black teachers felt about dealing with white students. The "no data" rates were high--b2 = 18 percent and d2 = 20 percent.

There is also some internal consistency in question 10 a2 and question 9 of Part II. In question 9, 76 percent of the teachers said that the ESAP sessions improved the quality of education at their school and 73 percent answered that the ESAP funded sessions had a strong impact in improving the academic performance of students in question 10 a2.

Part III - Aides

Sixty-eight respondents answered questions about aides paid by ESAP. The following figures cover questions 3, 6, 7, 8, 9, and 10 of Part IV of the teacher questionnaire.

Figure III-1

Question 3: How long does the aide work with your class per week?

		No.	%
a.	Less than three hours weekly.	19	27.9
b.	Four to ten hours weekly.	23	33.9
c.	Eleven to 17 hours weekly.	2	2.9
d.	Eighteen to 24 hours weekly.	11	16.2
e.	More than 25 hours weekly.	9	13.2
f.	No data.	4	5.9

Figure III-2

Question 6: How much training did the aide or teacher associate receive before working in your classroom?

		No.	%
a.	Don't know.	22	32.4
b.	Few hours orientation.	26	38.1
c.	One to two weeks of training.	4	5.9
d.	More than two weeks training.	3	4.4
e.	Receives on-the-job training.	4	5.9
f.	Received no training.	4	5.9
g.	No data.	5	7.4

Figure III-3

Question 7: What changes have you made in your teaching or school activities since the aide began working?

		No.	%
a.	Relieved of clerical duties.	5	7.4
b.	Aide works with small groups.	6	8.8
c.	Made a team-teaching arrangement.	2	2.9
e.	Aide worked with slow students.	6	8.8
f.	Aide worked with whole class.	2	2.9
g.	More time for professional duties.	13	19.1
h.	More time for planning.	4	5.9
i.	Made no changes.	6	8.8
j.	More creative.	2	2.9
k.	Individualized work.	10	14.7
l.	No data.	12	17.8

Figure III-4

Question 8: To what extent does an aide in your classroom ease problems due to desegregation?

		No.	%
a.	A great deal.	16	23.5
b.	Somewhat.	16	23.5
c.	Very little.	8	11.8
d.	Not at all.	20	29.4
e.	No data.	8	11.8

Figure III-5

Question 9: To what extent does an aide in your classroom improve the quality of education?	No.	%
a. A great deal.	33	48.5
b. Somewhat.	24	35.4
c. Very little.	3	4.4
d. Not at all.	2	2.9
e. No data.	6	8.8

Figure III-6

Question 10	Very True		Some-what True		Not At All True		No Data	
	No.	%	No.	%	No.	%	No.	%
a. Students perform poorly with any aide regardless of race.	1	1.5	7	10.3	57	83.8	3	4.4
b. Black teachers are uneasy when a white aide is assigned to their classes.	-	0	6	8.8	48	70.6	14	20.6
c. Only an aide of the same race as the student is capable of motivating that student to better performance.	-	0	6	8.8	57	83.8	5	7.4
d. A white teacher is more careful in her treatment of black students when a black aide is present.	2	2.9	11	16.2	46	67.7	9	13.2
e. Newly desegregated schools need aides more than any other type of schools.	16	23.5	27	39.7	17	25.0	8	11.8

Part III - Discussion

The characteristics and duties of the ESAP aide program were generally no different from other aide programs. Aides generally performed traditional tasks and teachers viewed aides as support staff to relieve them of non-teaching tasks. Over 80 percent of the teachers felt that aides helped to improve the quality of education, while only seven percent did not agree.

In the area of school desegregation, approximately one-half of the teachers responding felt that the aides had eased problems in that process. Roughly 40 percent of the teacher respondents, however, felt that aides had had little or no impact in that area.

ESAP aides were generally spread so thinly (usually less than ten hours per week with any one teacher) that realistically they may have been unable to have much impact on either raising quality of education or aiding with desegregation problems.

Most aides received very little training for their tasks. Training for aides is something everyone talks about, but few districts implement. Aides are paraprofessionals whose qualifications often just include a willing and cooperative personality, love of children, and a flexible schedule. While previous experience or relevant coursework is always desired, systems hiring aides don't usually make too many stiff requirements.

As a result, systems often employ personnel who have few skills that can be implemented in a classroom environment. Untrained aides often work with students who have learning problems while the professional teacher works with the average or above average student (see Fiture III-7). In many cases, however, the aide performs non-teaching tasks either because that is the role the teachers ask of the aide or because the teacher feels the aide is not qualified for anything else. The crux of the problem then is the amount of specific training aides receive in relation to the degree to which they ease problems due to desegregation or improve the quality of education. Almost all the data about aide training were concentrated in two categories: either the teachers didn't know what type of training aides received, or aides only received a few hours orientation. So usually aides were not specifically prepared for the classroom environment in which they worked.

Figure III-7

Teachers' Responses to Questions Regarding Duties of Aides

	Dorchester[2]	Charlotte[2]	Durham[2]
Works specifically with slow learners	33%	65%	64%
Works specifically with small groups	67%	46%	79%
Tutors individual students	58%	34%	79%
Relieves teachers of clerical duties	58%	46%	57%

Part IV

There were 71 teachers who indicated that ESAP funded some type of curriculum revision during the 1970-71 school year. The following figures display data from questions 3, 4, 5, and 7 of Part IV of the questionnaire.

Figure IV-1

Question 3: What are the primary benefits or effects of the new curricula in your classroom?

	No.	Percent[1]
a. Pupils more relaxed-willing to participate.	2	2.8
b. Strengthened some weaknesses.	1	1.4
c. More knowledge about minorities.	6	8.5
d. Improved race relation-appreciation of multi-cultural values.	6	8.5
e. Stimulates learning creativity.	6	8.5
f. Improved discipline.	2	2.8
g. Provided materials.	21	29.6
h. Nothing.	6	8.5
i. Individualized work.	7	9.9
j. No data.	14	19.5

---

1. Numbers will not sum to 100% since teachers were free to indicate all the tasks that aides performed.

2. Percentages reported for three districts having highest responses regarding aide program.

Figure IV-2

Question 4: To what extent has the curriculum revision program helped aid the desegregation process at this school?

	No.	%
a. A great deal.	16	22.5
b. Somewhat.	36	50.7
c. Very little.	5	7.0
d. Not at all.	8	11.3
e. No data.	6	8.5

Figure IV-3

Question 5: To what extent has curriculum revision improved the quality of education at this school?

	No.	%
a. A great deal	18	25.4
b. Somewhat.	41	57.[illegible]
c. Very little.	4	5.6
d. Not at all.	1	1.4
e. No data.	7	9.9

Figure IV-4

QUESTION 7

	Very True		Somewhat True		Not At All True		Not Applicable		No Data			Very True		Somewhat True		Not At All True		Not Applicable		No Data	
	No.	%	No.	%	No.	%	No.	%	No.	%		No.	%	No.	%	No.	%	No.	%	No.	%
a. 1. White students feel better toward blacks than last school year.	14	19.7	35	49.3	4	5.6	9	12.7	9	12.7	a. 2. The new curricula have helped white students feel better toward blacks.	8	11.2	38	53.7	7	9.9	10	14.0	8	11.2
b. 1. Black students feel more at ease in the classroom than last school year.	18	25.4	32	45.1	6	8.5	8	11.3	7	9.7	b. 2. The inclusion of black history and life styles in the curricula has helped black students feel more at ease in the classroom.	12	16.9	24	33.8	6	8.5	19	26.8	10	14.0
c. 1. White students are doing better academically this year than last.	1	1.4	24	33.8	16	22.5	16	22.5	14	19.8	c. 2. The new curriculum revisions have helped white students do better academically this year than last.	4	5.6	23	32.4	20	28.2	13	18.3	11	15.5
d. 1. Black students are doing better academically this year than last.	4	5.6	38	53.5	7	9.9	11	15.5	11	15.5	d. 2. The new curriculum revisions have helped black students do better academically this year than last.	9	12.7	32	45.1	8	11.2	11	15.5	11	15.5

Part IV - Discussion

Although many sites have planned to have some type of curriculum revisions, most put it off until the summer of 1971. Those that had teacher participants in a curriculum revision activity generally saw this activity as providing new materials (generally oriented to increasing children's knowledge about minority contributions) for use this school year. About 70 percent of teachers felt curriculum revision had some impact on aiding the desegregation process and about 80 percent saw the materials as improving the quality of education.

To make the attitude questions a little more meaningful the data are regrouped here in terms of (1) True, (2) False, (3) Not Applicable, and (4) No Data for question 7.a.1. - d.1. and 7.a.2. - d.2.

	True 1		False 2		True 3		False 4			True 1		False 2		True 3		False 4	
	No.	%	No.	%	No.	%	No.	%		No.	%	No.	%	No.	%	No.	%
a.1.	49	69.0	4	5.6	9	12.7	9	12.7	a.2.	46	64.9	7	9.9	10	14.0	8	11.2
b.1.	50	70.5	6	8.5	8	11.3	7	9.7	b.2.	36	50.7	6	8.5	19	26.8	10	14.0
c.1.	25	35.2	16	22.5	16	22.5	14	19.8	c.2.	27	38.0	20	28.2	13	18.3	11	15.5
d.1.	43	59.1	7	9.9	11	15.5	11	15.5	d.2.	41	57.8	8	11.2	11	11.5	11	15.5

CONCLUSIONS

Although the data returned from the 20 Phase II sites was less than anticipated, enough teachers responded to the questionnaire for an assessment to be made of teacher training activities (includes teacher aides and curriculum revision activities also).

Most teachers felt they had learned new information, skills, or techniques while participating in an ESAP activity. More teachers regarded the four activities as being more directed toward improving the quality of education rather than easing problems due to desegregation. Part of this feeling may have been due to the fairly traditional aspects of the bulk of teacher training programs funded under ESAP.

The most important question in the questionnaire was "What changes have you made as a result of these ESAP sponsored activities?" The data were not overwhelmingly positive. Some teachers said they had made changes because of participation in a seminar, but a goodly number also said that they made little or no changes. Perhaps part of this can be attributed to the natural reluctance of teachers to make abrupt changes in their method of teaching and partly because they truly learned nothing new.

Teachers' responses on the attitude questions were fairly predictable and the most outstanding facet was the percentage of teachers who refused to answer questions dealing with the sensitive subject of prejudice.

Attachment I

RMC
INCORPORATED

Dear Parent:

This school district is one of twenty in the country that was selected by a number of outside sources as part of an evaluation of school desegregation. Resource Management Corporation, Inc. (RMC) of Bethesda, Maryland, is conducting this important study under contract to the U. S. Department of Health, Education and Welfare.

Because we can't write to every parent, you have been chosen at random to tell us a little bit about the community's feelings about the school's desegregation activities. We are asking parents about the schools because we feel that what you have to say is important. We are interested in your opinions and your impressions of the school system. Therefore, please complete the brief questions that follow and return them directly to RMC in the enclosed envelope.

However, what you tell us is strictly confidential. It is important that you give your personal opinions--not as you feel someone else would answer. We urge that one parent complete the questionnaire as best he (she) can by himself (herself). All answers will be completely anonymous. Only tabulated results, which have no association with your name, will be included in the final report to the U. S. Office of Education.

Thank you very much for your help.

Paul F. Dienemann
Program Director - Phase II

A Division of Resource Management Corporation

7910 Woodmont Avenue, Bethesda, Maryland 20014 Phone (301) 657-1810

OMB 51 - S 71021
Approval Expires December 31, 1971

PARENT SURVEY

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1. Where do you get news about what is going on in your school district? (CHECK ALL THAT APPLY)

Radio .... ☐
Television .... ☐
Newspapers .... ☐
Your children .... ☐
Neighbors .... ☐
Teachers .... ☐
Community organizations ... ☐
School newsletters .... ☐
No one .... ☐
Other (SPECIFY)
____________________ ☐
____________________ ☐

---

2. What are the three best sources of information about school activities and programs? (CHECK ALL THAT APPLY)

Not applicable .... ☐
Radio .... ☐
Television .... ☐
Newspapers .... ☐
Your children .... ☐
Neighbors .... ☐
Teachers .... ☐
Community organizations ... ☐
School newsletters .... ☐
Other (SPECIFY)
____________________ ☐
____________________ ☐

---

3. During the past month, how many times have you heard or seen news pertaining to school activities and events from the following sources? (FILL IN NUMBER FOR EACH SOURCE)

	Number of Times
Radio	______
Television	______
Newspapers	______
Your children	______
Neighbors	______
Teachers	______
Community organizations	______
School newsletters	______
Other (SPECIFY)	
____________________	______
____________________	______

4.	What are the types of school activities and programs about which you have received information this school year? (CHECK ALL THAT APPLY)	Student academic activities ☐ Student social activities ☐ Student athletic activities ☐ New services for students ☐ New staff hired ☐ Special community programs ☐ Changes in school curriculum ☐ School remodeling and new equipment ☐ Racial problems ☐ None ☐ Other (SPECIFY) ________________ ☐ ________________ ☐
5.	Last fall, in September 1970, how did you feel about your children attending a desegregated school? (CHECK ONE)	Pleased ☐ Didn't care ☐ Worried ☐
5a.	How do you feel now about your children going to a desegregated school? (CHECK ONE)	Better ☐ The same ☐ Worse ☐
6.	How would you rate what the school system is doing to ease parent and student worries about the effects of desegregation? (CHECK ONE)	Excellent ☐ Good ☐ Fair ☐ Poor ☐
7.	Do you think the community is more actively involved in school affairs this year than last year? (CHECK ONE)	More involved ☐ Less involved ☐ No change ☐

8. (PLEASE ANSWER "TRUE" OR "FALSE" FOR EACH OF THE FOLLOWING STATEMENTS ABOUT THE SCHOOL (S) YOUR CHILDREN ATTEND)

a. "Parents are seeking more information about the operations of the school and the effects of desegregation this year as compared to last year."
True....... ☐
False...... ☐

b. "Schools are supplying more information about the operations of the school and the effects of desegregation this year as compared to last year."
True...... ☐
False..... ☐

9. We would like to know something about the schools your children attend. Please fill in the following information.

CHILDREN Age	 Grade	Did they attend a desegregated school last year? (YES or NO)	Are they now attending a desegregated school? (YES or NO)
____	____	____	____
____	____	____	____
____	____	____	____
____	____	____	____
____	____	____	____
____	____	____	____
____	____	____	____

10. What do you think of the desegregation process so far in this district?
Moving too slowly............ ☐
Going along O.K............. ☐
Moving too fast.............. ☐

11. How would you describe the desegregation process in this school district?
Very easy.................. ☐
Easy .... ☐
Difficult .... ☐
Very Difficult .... ☐

PERSONAL DATA

12. Sex
Male...................... ☐
Female .... ☐

12a. Racial or Ethnic Group
Black .... ☐
White .... ☐
Spanish Surnamed .... ☐

Attachment II

OMB 51 - S71021
Approval Expires December 31, 1971

EMERGENCY SCHOOL ASSISTANCE QUESTIONNAIRE FOR TEACHERS

School District: ____________________

Name of School: ____________________

Address: ____________________

____________________ Zip: ________

Type of School: Check One

Elementary (1-6) ☐

Secondary (7-12) ☐

Middle School ☐ SPECIFY GRADES ________

Other ☐ SPECIFY ________

Respondent: ____________ Title: ________

Date: ____________ School Tel: (   ) ________
Area Code

INTRODUCTORY STATEMENT

This school district is one of twenty districts in the country that was selected by a number of outside sources as an exemplary district in implementing their Emergency School Assistance Programs (ESAP) and in speeding the desegregation process with a minimum of difficulty.

Resource Management Corporation, Inc. (RMC) of Bethesda, Maryland is conducting an in-depth evaluation of these twenty districts to find common factors among them as well as to determine what combinations of local conditions, Emergency School Assistance Programs, and participants enhance the desegregation process.

This interview is one of the data sources that RMC is collecting to aid the U. S. Office of Education (USOE) in making policy decisions about future ESA Programs. Your answers will be completely anonymous. Only tabulated statistics which have no association with your name will be included in the final report to USOE.

We are asking for your name and school telephone number so that follow-up can be made on late respondents. When all follow-up is completed, this cover sheet with your name will be destroyed.

We would appreciate a prompt return of this interview in the self-addressed, stamped envelope.

OE Form 133-2

This form was designed to be given to teachers who are working in a variety of ESA Programs. Therefore, some sections will not apply to you. When you check a response and see a statement in parentheses (GO TO PAGE 4) for example, it means that you may skip the remainder of the section and go on to the next part.

PART I

PROGRAMS TO CHANGE ATTITUDES OR IMPROVE HUMAN RELATIONS

1a. Since September 1970, have you attended or participated in any programs designed to modify your attitudes about working in a desegregated environment?

Yes .... ☐
No (GO TO PAGE 4) .... ☐

1b. (IF "YES") What source funded the program?

Emergency School Assistance Program .... ☐
Other Federal monies .... ☐
Local School Budget .... ☐
State Education monies .... ☐
Personal funds .... ☐
Don't Know .... ☐
Other (SPECIFY) ______________ ☐

2. How many sessions have you attended to date?

One .... ☐
2 - 5 .... ☐
6 - 9 .... ☐
10 - 13 .... ☐
14 - 17 .... ☐
More than 17 .... ☐

3. When are the sessions held?

During school hours .... ☐
Directly after school hours ...... ☐
Evenings .... ☐
Saturdays .... ☐

4. Where are the sessions held?

At this school .... ☐
At another public school .... ☐
At a college or university .... ☐
At a school administrative building .... ☐
At a civic center .... ☐
Other (SPECIFY) ____________ ☐

5. What has happened so far in the sessions? What have you learned?

6. What changes have you made in your teaching or school activities as a result of these sessions?

7. To what extent have these sessions aided the desegregation process at this school?

A great deal .... ☐
Somewhat .... ☐
Very little .... ☐
Not at all .... ☐

8. To what extent have these sessions improved the quality of education at this school?

A great deal .... ☐
Somewhat .... ☐
Very little .... ☐
Not at all .... ☐

9. How true are the following statements about the program at this school to modify attitudes or improve human relations? (CIRCLE ONE IN EACH ROW)

		COLUMN A			COLUMN B		
		Very True	Somewhat True	Not True	Little Or No Effect	Some Effect	Considerable Effect
a. 1.	Since the beginning of the school year, black teachers are more aware of the problems white teachers face. (CIRCLE COLUMN A)	1	2	3			
a. 2.	Did this program affect the situation to any degree? (CIRCLE COLUMN B)				1	2	3
b. 1.	Since the beginning of the school year, there is less friction between white and black teachers. CIRCLE COLUMN A.)	1	2	3			
b. 2.	Did this program affect the situation to any degree? (CIRCLE COLUMN B)				1	2	3
c. 1.	This school year white teachers are relating more positively to black teachers. CIRCLE COLUMN A)	1	2	3			
c. 2.	Did teacher participation in this program affect this condition to any degree? (CIRCLE COLUMN B)				1	2	3
d. 1.	This school year white teachers are adjusting to teaching black students more easily. (CIRCLE COLUMN A)	1	2	3			
d. 2.	Did white teacher participation within program affect this condition to any degree? (CIRCLE COLUMN B)				1	2	3
e. 1.	This school year black teachers have established good rapport with white students. CIRCLE COLUMN A)	1	2	3			
e. 2.	Did black teacher participation in this program affect this condition to any degree? (CIRCLE COLUMN B)				1	2	3

PART II

PROGRAMS TO IMPROVE TECHNIQUES IN TEACHING

1a.	Do you plan to attend any seminars, training sessions or courses this summer to improve your teaching abilities or skills?	Yes .... ☐ No .... ☐
1b.	(IF "YES") What funding source will make it possible for you to attend these sessions?	Emergency School Assistance Program .... ☐ Other Federal monies .... ☐ Local School Budget .... ☐ State Education monies .... ☐ Personal funds .... ☐ Don't Know .... ☐ Other (SPECIFY) ____________ ☐ ____________________
2a.	Since September 1970, have you attended any seminars, training sessions or courses designed to improve your teaching techniques?	Yes .... ☐ No (GO TO PAGE 7)............ ☐
2b.	(IF "YES") What funding source made it possible for you to attend these sessions?	Emergency School Assistance Program .... ☐ Other Federal monies .... ☐ Local School Budget .... ☐ State Education monies .... ☐ Personal funds .... ☐ Don't Know .... ☐ Other (SPECIFY) ____________ ☐ ____________________
3.	How many sessions have you attended to date?	One .... ☐ 2 - 5 .... ☐ 6 - 9 .... ☐ 10 - 13 .... ☐ 14 - 17 .... ☐ More than 17 .... ☐

4. When are the sessions held?

- During school hours .... ☐
- Directly after school hours ...... ☐
- Evenings .... ☐
- Saturdays .... ☐

5. Where are the sessions held?

- At this school .... ☐
- At another public school......... ☐
- At a college or university ...... ☐
- At a school administrative building .... ☐
- At a civic center .... ☐
- Other (Specify) ______________ ☐

6. What has happened so far in the sessions? What have you learned?

7. What changes have you made in your teaching or school activities as a result of these sessions?

8. To what extent have these sessions aided the desegregation process at this school?

A great deal .... ☐
Somewhat .... ☐
Very little .... ☐
Not at all .... ☐

9. To what extent have these sessions improved the quality of education at this school?

A great deal .... ☐
Somewhat .... ☐
Very little .... ☐
Not at all .... ☐

10. How true are the following statements about the program at this school to improve teaching techniques? (CIRCLE ONE IN EACH ROW)

		Very True	Somewhat True	Not at all True
a.1.	The academic performance of many students is improving.	1	2	3
a.2.	These sessions had a strong impact on improving the academic performance of students.	1	2	3
b.1.	White teachers still do not like dealing with black students.	1	2	3
b.2.	These sessions have had little influence on white teachers liking to deal with black students.	1	2	3
c.1.	White students are responding favorably to black teachers.	1	2	3
c.2.	These sessions were a strong influence in the way white students respond to black teachers.	1	2	3
d.1.	Black teachers still do not like dealing with white students.	1	2	3
d.2.	These sessions have had little influence on black teachers liking to deal with white students.	1	2	3
e.1.	Black children are responding favorably to white teachers.	1	2	3
e.2.	These sessions were a strong influence in the way black students respond to white teachers.	1	2	3

PART III - AIDES

1a. Has an aide or teacher associate been assigned to your room on a regular basis for the greater part of the 1970-71 school year?

- Yes .... ☐
- No (GO TO PAGE 10).......... ☐

1b. What source pays her salary?

- Emergency School Assistance Program .... ☐
- Other Federal Monies .... ☐
- Regular School Budget .... ☐
- State Education Monies .... ☐
- Local University or College .... ☐
- Volunteer--No Salary .... ☐
- Don't Know .... ☐
- Other (SPECIFY) ____________ ☐

2. What does your aide or teacher associate do in the classroom? What are her responsibilities? (CHECK ALL THAT APPLY)

- Works specifically with slow learners .... ☐
- Works specifically with advanced students .... ☐
- Works specifically with small groups .... ☐
- Tutors individual students ...... ☐
- Relieves teacher of clerical duties .... ☐
- Acts as a resource person ..... ☐
- Teaches whole class one-half of the time .... ☐
- Assists teacher in any way she is needed .... ☐
- Other (SPECIFY) ____________ ☐
  ____

---

3. How long does the aide work with your class per week?

Less than 3 hours weekly....... ☐
4-10 hours weekly .... ☐
11-17 hours weekly .... ☐
18-24 hours weekly............. ☐
More than 25 hours weekly ..... ☐

---

4. What is the aide's or teacher associate's educational level?

Don't Know .... ☐
Some Elementary School (1st - 6th).............. ☐
Some Junior High (7th -9th)...... ☐
Some High School (10th -12th).... ☐
Some College................... ☐
Two Year College Degree ...... ☐
Four Year College Degree...... ☐
Some Graduate School .... ☐
Completed Graduate School ..... ☐
Other (SPECIFY) ______________ ☐
____

---

5. To which racial or ethnic group does the aide belong?

Black .... ☐
White .... ☐
Spanish Surnamed .... ☐
Other (SPECIFY) ______________ ☐

---

6. How much training did the aide or teacher associate receive before working in your classroom?

Don't Know .... ☐
Few hours orientation .... ☐
1 - 2 weeks of training .... ☐
More than 2 weeks of training .. ☐
Receives On-the-Job training ... ☐
Received no training .... ☐

---

7. What changes have you made in your teaching or school activities since the aide began working?

---

8. To what extent does an aide in your classroom ease problems due to desegregation?

A great deal .... ☐
Somewhat .... ☐
Very little .... ☐
Not at all .... ☐

---

9. To what extent does an aide in your classroom improve the quality of education?

A great deal .... ☐
Somewhat .... ☐
Very little .... ☐
Not at all .... ☐

---

10. In the course of this project, we have heard many statements about aides. To what extent do you feel the following statements are true for this school? (CIRCLE ONLY ONE IN EACH ROW)

	Very True	Somewhat True	Not at all True
a. "Students perform poorly with any aide regardless of race."	1	2	3
b. "Black teachers are uneasy when a white aide is assigned to their classes."	1	2	3
c. "Only an aide of the same race as the student is capable of motivating that student to better performance."	1	2	3
d. "A white teacher is more careful in her treatment of black students when a black aide is present."	1	2	3
e. "Newly desegregated schools need aides more than any other type of schools."	1	2	3

PART IV - CURRICULUM REVISION

1a.	Since September, 1970, have you used any new materials or revised curricula that were instituted as a result of desegregation?	Yes .... ☐ No (GO TO PAGE 13) .... ☐
1b.	What source provided the funds for the new materials or curricula?	Emergency School Assistance Program .... ☐ Other federal monies .... ☐ State Education monies .... ☐ Local University or college funds Private funds.................. ☐ Don't know .... ☐ Other (SPECIFY) ____________ ☐
2.	How would you characterize the curriculum revision program at this school?	1. Primarily purchased new books and materials which incorporated multi-cultural values .... ☐ 2. Rewrite, at the local level, sections of existing materials and books to incorporate multi-cultural values.................. ☐ 3. A combination of 1 and 2 above ..... ☐ 4. Write a whole new set of materials and books incorporating multi-cultural values .... ☐ 5. Changed or simplified curricula for use in classes with wide range of student abilities................ ☐ 6. Other (SPECIFY) ____________ ☐ ____________________ ____________________

3. What are the primary benefits or effects of the new curricula in your classroom?

---

4. To what extent has the curriculum revision program helped aid the desegregation process at this school?	A great deal .... ☐ Somewhat........................ ☐ Very little .... ☐ Not at all .... ☐
5. To what extent has curriculum revision improved the quality of education at this school?	A great deal .... ☐ Somewhat........................ ☐ Very little .... ☐ Not at all .... ☐
6. The new curricula posed implementation problems for teachers.	A great deal .... ☐ Somewhat........................ ☐ Very little .... ☐ Not at all .... ☐

7.	How true are the following statements about the program in this school to use new materials or revised curricula? (CIRCLE ONE IN EACH ROW)	Very True	Some-what True	Not at all True	Not Applicable
a.1.	White students feel better toward blacks than last school year.	1	2	3	4
a.2.	The new curricula have helped white students feel better toward blacks.	1	2	3	4
b.1.	Black students feel more at ease in the classroom than last school year.	1	2	3	4
b.2.	The inclusion of black history and life styles in the curricula has helped black students feel more at ease in the classroom.	1	2	3	4
c.1.	White students are doing better academically this year than last.	1	2	3	4
c.2.	The new curriculum revisions have helped white students do better academically this year than last.	1	2	3	4
d.1.	Black students are doing better academically this year than last.	1	2	3	4
d.2.	The new curriculum revisions have helped black students do better academically this year than last.	1	2	3	4

PERSONAL DATA

A. How long have you held your current position?

Less than 1 year .... ☐
1 - Less than 2 years ...... ☐
2 - Less than 3 years ...... ☐
3 - Less than 4 years ...... ☐
4 - Less than 5 years ...... ☐
5 - Less than 10 years ..... ☐
10 - Less than 15 years .... ☐
15 or more years .... ☐

B. How long have you worked in the educational profession?

Less than 1 year .... ☐
1 - Less than 2 years ...... ☐
2 - Less than 3 years ...... ☐
3 - Less than 4 years ...... ☐
4 - Less than 5 years ...... ☐
5 - Less than 10 years ..... ☐
10 - Less than 15 years .... ☐
15 or more years .... ☐

C. Which grade or grades are you currently teaching?

Pre-school .... ☐
Kindergarten .... ☐
First grade .... ☐
Second grade.............. ☐
Third grade............... ☐
Fourth grade .... ☐
Fifth grade .... ☐
Sixth grade .... ☐
Ungraded primary (Jr. Primary) ☐
Ungraded primary 1 .... ☐
Ungraded primary 3 .... ☐
Ungraded upper elementary . ☐
Seventh grade .... ☐
Eighth grade .... ☐
Ninth grade .... ☐
Tenth grade............... ☐
Eleventh grade .... ☐
Twelth grade.............. ☐
Other (SPECIFY __________ ☐

D.	Sex	Male	☐
		Female	☐
E.	Racial or Ethnic Group	Black	☐
		White	☐
		Spanish Surnamed	☐

THANK YOU VERY MUCH!

5

CONCLUSIONS AND RECOMMENDATIONS

The Phase II portion of the ESAP evaluation was designed to examine 20 individual LEAs and report in detail about specific problems and program results that were observed. As one might expect with a program as comprehensive as ESAP, the variety of purposes and results achieved by the 20 LEAs in the Phase II sample were extremely broad. It is difficult to draw simple, hard conclusions from these unique ESAP experiences. The subjective nature of the case study approach adds to this problem. The small number of cases and the non-representativeness of the sample preclude making generalizations about the total ESA Program from Phase II investigations.

Within these limitations, this chapter is intended to share some of the insights resulting from the investigations and preparation of the case histories. Of course, it should be remembered the primary outcome of Phase II is the set of 20 case histories (which are attached as appendices to this volume). This chapter discusses separately the conclusions about each major type of ESAP activity, general Phase II conclusions, and several broad recommendations based on RMC's Phase II experiences.

CONCLUSIONS ABOUT SPECIFIC ACTIVITY GROUPS

The conclusions discussed in this section represent a compilation from several main sources: the case histories, the comparative analysis within activity groups of Chapter 3, the responses from the teacher and parent questionnaires discussed in Chapter 4, and structured comparative ratings by all field staff on activities they observed.

In total, approximately $4.5 million of ESAP funds were spent in the 20 Phase II districts. Although some of this money overlaps into several activity categories, a breakdown of the approximate expenditures by major activity group is as follows.

Community Information (Personal and Non-Personal)	19%
Counseling and Counseling Support	8%
Curriculum Revision (Ethnic and Non-Ethnic)	32%
Teacher Training	8%
Teacher Aides and Support Personnel	7%
Student-to-Student	6%
Remedial Personnel and Programs	9%
Comprehensive Planning and Administrative Staff	5%
Miscellaneous (Busing, Materials, Facilities Improvement)	6%

This distribution differs substantially from the representative sample drawn for Phase I. These 20 districts chose to carry out far less teacher aide activities (7 percent vs. 20 percent) and somewhat less teacher training activities (8 percent vs. 12 percent). In contrast, they chose far more curriculum revision (32 percent vs. 14 percent), community information (19 percent vs. 9 percent) and student-to-student activities (6 percent vs. 3 percent). In fact, teacher aides was the largest dollar expenditure in Phase I sample, but the sixth in size for Phase II.

It is not possible to explain the collective motivation for these large differences or to compare relative effectiveness between the two samples. But these differences may be meaningful since Phase II districts were selected with the expectation that they were carrying out exemplary ESAP activities.

Before discussing specific conclusions about activity groups, it is useful to present the results of ratings by Phase II field investigators. Although structured, these ratings of effectiveness are highly subjective and must be interpreted in that light. Given the great differences between activities (even of a similar type) and the slight overlap of field staff among sites, such a subjective approach was the only practical way a relative comparison of effectiveness among activity types could be obtained for Phase II.

Table 5-1 presents the composite of separate rating of all activities in the LEAs by the individual(s) who investigated them. The 17 item RMC taxonomy of activities was used. The criteria separately focused upon the two main goals of ESAP, assisting the desegregation process and assisting the educational process.

The activities tended to cluster in three broad groups (which were arbitrarily called high, middle, and low). Compared to similar results of Phase I analysis, two main differences are evident: teacher aides are ranked relatively much higher than in Phase I, and teacher training is not at the bottom of the list as it was in Phase I. Of course, the specific activities undertaken here in the respective categories may not be typical.

* * *

With this background in mind, the discussion now moves to the conclusions for each major activity type.

- Community Programs. The ESAP community activities tended to help the process of desegregation but to have little effect on the quality of education in the schools. The activities observed were of two types: personal programs which enabled the school to have more direct contact with community groups--primarily parents--and the nonpersonal programs which centered around delivery of information through the media or through a school center.

  RMC concluded that the personal programs had their greatest impact on school relations with parents and that generally the programs did this first by getting parents involved in activities related to the schools and second by giving them correct information about the school and desegregation. It was found in most of the systems utilizing funds for this purpose that the programs did not have much effect on student-to-student relations, teacher-to-teacher relations, or on teacher-to-student relations. Although it had been hoped that work with parents on matters relating to school desegregation would affect their children's reactions to peers and teachers of another race, there was no evidence that this had occurred. It was found that schools which had personal community programs did not experience any additional participation or change in racial make-up of the participants in the extracurricula program. It was also found, not surprisingly, that the educational gap was not lessened in the schools having these programs.

Table 5-1

FIELD STAFF ASSESSMENT OF EFFECTIVENESS OF ESAP ACTIVITIES IN DESEGREGATION AND EDUCATION

Order of Effectiveness	Areas	
	Desegregation[1]	Education[2]
High	Counseling Counseling Support Teacher Aides	Counseling Teacher Aides Ethnic Classes and Materials Remedial Education Personnel
Middle	Personal Community Activities Student-to-Student Activities Portable Classrooms Nonpersonal Community Activities Ethnic Classes and Materials Teacher Training	Counseling Support Non-Ethnic Classes and Materials Teacher Training Student-to-Student Activities Remedial Education Materials Portable Classrooms
Low	Non-Ethnic Classes and Materials Remedial Education Personnel Remedial Education Materials Materials and Equipment	Personal Community Programs Materials and Equipment Nonpersonal Community Activities

1. Desegregation--the degree of freedom from practices that require or encourage the isolation of the members of a particular race in separate units. In action terms, the establishment of practices and procedures designed to develop the attitudinal and behavior changes that encourage equal educational opportunity.
2. Education--practices and procedures generally accepted by educational practitioners as contributing to educational quality.

In the area of nonpersonal community programs it was found that these programs were delivering accurate and timely information to the community; that they were able to assure parents about the safety and well-being of their children in the desegregated schools (this was particularly true of the "rumor centers" in time of a crisis or in times of rumored crises). It also was felt that these types of community information programs helped to keep rumors at a minimum although there was no way to assess what might have been otherwise. The communities involved had no major racial disturbances, but it is not possible to attribute this completely to this ESAP activity.

The RMC parent questionnaires particularly addressed the information aspect. It was found that the questionnaires returned from parents in districts with community information programs which used mass media for information distribution gave the schools good or excellent ratings in this area. However, it is interesting to note that the schools not having ESAP community media information programs were also given good to excellent ratings.

- Counseling and Counseling Support. These activities received high marks by evaluators for their roles in aiding desegregation and in helping improve the quality of education in schools where they were implemented. Nearly 100 percent of the money in these two activities was expended for personnel, who in turn provided services to students.

  Although the programs studied operated on all levels of sophistication, they were meeting the objective of working with people to solve problems. They were probably more successful than some other ESAP activities because this type of program is able, in many cases, to produce immediate results, or in the case of complex problems, at least start helping students who had never received constructive help before. An additional, and relatively unexpected result of these programs, was the finding that teachers utilized counselors and counselor support persons to a large extent for resource and help in finding solutions to educational problems.

- Ethnic and Non-Ethnic Curriculum Revision. ESAP funds expended on curriculum revision for other than ethnic purposes seemed to be of "lukewarm" effectiveness when all types of evaluations are taken into account. However, there was a tendency for the field staff to feel that with some revision in procedures this type of project could have the potential for better return. This is especially true since they felt that there was a need for curriculum revision in order to better educate many students. This, in turn, should have a significant effect on the success of the desegregated school. It is obvious that with curriculum revision comes the need for different materials and equipment. This type of instructional support has to come through purchase or through local development of curriculum materials.

ESAP funds expended in this area were utilized for a wide variety of activities. Many of the activities were aimed, however, at the current educational interest in the individualization of the curriculum. There tended to be a heavy reliance on the pre-packaged programs currently available. For several LEAs, curriculum revision represented a very expensive undertaking.

RMC teams generally felt that better results could have been attained if the schools had gotten technical assistance and/or consultative advice before and during the revision of these classes and materials. Many of the LEAs indicated that their main problems here was the unavailability or lack of time to recruit properly trained staff to direct this task. They also had little success in attracting their staffs to work on adequately developing or revising curriculum. Many team members also felt that instead of wholesale implementation of "new techniques" such as team teaching for all primary children, there should have been the addition of a "diagnostic-prescriptive" element in an attempt to determine how many children might benefit from relatively unstructured versus structured curricula plans.

The ESA funds providing for ethnic materials and classes were felt by the RMC teams to be valuable. These funds were for the development and revision of curriculum and for the purchase of materials that would include both sides of the ethnic picture. The teams felt that many schools were examining materials and curriculum for the first time to determine whether there was fair representation of all minority groups. Once this was started there are strong chances that it would be continued. Therefore, ESAP funds spent on this activity in the 20 LEAs studied may have started a tendency which will continue with or without ESAP financial support. Desegregation was not the direct cause for many problems that curriculum revision was attempting to solve. It did, however, confront LEAs with an immediate need to find solutions for problems that had existed for a long time.

Responses to teacher questionnaires from districts where ESAP funds were used for curriculum revision classes and materials supported the teams' evaluations. The central thrust of the responses can be expressed generally as "somewhat" aiding educational quality and the desegregation of schools.

- Teacher Training. The ESAP programs were viewed by case study teams as not being either the best or the worst in terms of aiding desegregation or improving the quality of education. The responses from the teacher questionnaires substantiated this neutral effect. One of the main problems with the effectiveness of the teacher training in human relations and in educational techniques was that it didn't reach enough of the staff members. The hope for "multiplier effect" did not work and, in many cases, there was not enough space in workshops to accommodate all teachers who wanted to come. In the case of on-the-job training there were often not enough resource people to cover needs.

  However, many teachers who were able to participate in teacher training felt that they were helped by learning about new techniques to deal with specific academic problems and they were able to learn more about other races and follow this with a change in attitude toward faculty and students of that race. It was noted that most of these teacher training activities were of the traditional in-service type relative to both format and content. Improved approaches might offer greater returns in the future.

- Teacher Aides. This broad category of classroom suport personnel elicits strong emotional and positive reaction from administrators and teachers, but it is difficult to substantiate these effects with evidence. The ultimate effect on the children of this extra classroom support remains an open question. The RMC field teams were also favorably impressed during their on-site investigations and interviews, but were not able to identify evidence of positive effects on education.

  It was generally found that teacher aides were not utilized on a one-to-one basis; the median amount of time spent per week in each classroom was between four to ten hours. Teacher aides were given little or no training for their jobs yet were often used for teaching tasks. Most often they were used to work individually or in small groups with "slow learning students." This brings an ironic note to the teacher aide program; individuals untrained in specific techniques were often working with the students most in need of professional help.

  On the positive side of the teacher aide programs were (1) the fact that the aides were well accepted by school personnel and the community; (2) the tendency for the program to meet its objectives better if duties for aides were clearly spelled out, therefore emphasizing the non-professional role in assisting the teacher, and (3) the benefit of the presence of another adult in the room who could help with such practical matters as discipline, thus allowing the teacher to work with individuals and small groups of students. An important problem faced by all LEAs was the need to reach more teachers without spreading the services of the aides among too many teachers. Based upon average activity size, teacher aides are relatively expensive. Use of teacher aides should be weighed by LEAs relative to their other needs and alternative uses for desegregation funds.

- Student-to-Student Programs. The programs grouped under student-to-student activities were generally considered as having medium affect. This affect was positive in that these programs seemed to respond to the needs in the districts for the improvement of student-to-student relations. The districts did provide activities which were structured for racial balance; they did involve students in planning for these programs and seemed to provide these activities at modest cost. The persons involved in the programs felt that they were very successful. However, this seemed to be where success broke down.

  Most of the programs did not reach all students; the hoped-for multiplier effect (i.e., some schools worked with certain groups of students with the anticipation that these students would, in turn, work with larger numbers of students) did not come about. In several cases these programs under the student-to-student activity classification were not available when needed, i.e., they were planned for the wrong time period or were available after the need had passed.

- Remedial Education Programs and Personnel. These activities were considered to be among the best for improving the general quality of education at desegregating schools, but RMC teams felt that they provided little or no help in the actual process of desegregation other than to reassure the community that the school system was concerned about helping both black and white disadvantaged students.

  The programs observed tended to show evidence of identifying the educational needs in their LEA and then proceeding to remediate these problems. They also tended to have good overall management, but some of the programs could have utilized technical assistance in working out some of the program details. RMC did question whether these relatively high cost programs should have been underwritten with ESAP funds. Most of the needs responded to were not coming about because of desegregation--they had always been there and perhaps these programs should have been funded out of local funds or out of funds earmarked for the educationally disadvantaged.

The uncertainty about future ESAP funding led some districts to invest heavily in purchased materials for remediation and to avoid hiring additional staff.

- Miscellaneous Activities. There were only a few small transportation-related activities in Phase II and they all seemed useful and beneficial in both educational and desegregation aspects. None involved busing students to bring about desegregation, but rather focused upon ameliorating the effects of reassignment upon certain students (e.g., to attend vocational classes in another school).

  Comprehensive Planning and Administrative Personnel were supported with ESAP funds in many districts, but usually involved covering part of the salary of regular school staff working on ESAP or desegregation matters. In general, RMC felt that improved planning (not necessarily more money) could have increased the effectiveness of ESAP activities, but recognized that outside technical assistance might be needed. In many cases, there was concern that ESAP funds were being used to support ordinary administrative functions that might better have been covered by regular district funds.

  Facilities improvement in Phase II districts amounted almost completely to purchase of portable classrooms. While these purchases usually did solve immediate needs arising from desegregation plans, RMC is concerned that LEAs might consider this a permanent solution to building and overcrowding problems.

GENERAL CONCLUSIONS

The case study approach used in the Phase II evaluation was beneficial to a deeper understanding of unique school district experiences as a result of receiving funds specifically allocated to solve problems due to implementation of approved desegregation plans. Phase II allowed a much deeper examination than Phase I into the operational problems a school district may have experienced as a result of the ESA Program. Phase II permitted the evaluation staff to see how ESAP fitted into existing school plans and whether or not there was any indication that ESAP funds altered the way in which a school district approached desegregation.

As a result of these Phase II efforts several general conclusions emerge. As cautioned earlier, even though RMC believes these conclusions to be generally true, the limited nature of the Phase II sample must be kept in mind:

(1) Whatever their success, there seemed to be sincere effort and desire on the part of the LEAs in the Phase II sample to utilize ESAP funds to help alleviate problems caused by desegregation. There also seemed to be a sincere effort to determine what was needed and then decide which types of activities could provide for those needs.

These planning decisions on activities were made:

(1) in only a minimal time;

(2) usually at the top level of administration;

(3) with little, if any, assistance from the federal government;

(4) with a view to satisfying many objectives and perceptions of needs;

(5) with a heavier emphasis on the educational needs of a desegregating district than on the sociological needs; and

(6) with the feeling that use of funds to improve educational quality wouldn't "stir up" the community like human relations activities might.

(2) One important but subtle way that ESAP assisted the school desegregation process was to provide school officials an acceptable reason for undertaking certain actions. School districts were able to openly face the issue of desegregation and present solutions to problems caused by desegregation without "losing face" with community residents since they could say it was a federal program and not a local program. In many cases, the school was the leading force within the community as far as fostering interracial integration.

ESAP also provided a focus on minority children and their special educational problems, perhaps for the first time in many districts. As a byproduct, community residents and parents became more aware of the new problems that school systems faced and a meaningful dialogue was initiated.

(3) The 20 LEAs included a mixture of many successful and a few unsuccessful ESAP activities. The concept of selecting districts expected to be "exemplary" was very difficult to implement because of lack of agreed-upon criteria for being exemplary and the lack of operating information about ESAP activities at the point of selection. In any case, the nomination and selection process utilized by RMC and USOE for Phase II did result in a sample in which no LEA did a poor job and which included an above-average group of ESAP activities.

(4) One of the all-pervasive elements in these case studies has been the importance of people in the success of an ESAP activity. It is often dynamic leadership or extra-special performance that makes the difference. This does not represent a variance from the findings of many other recent educational studies. Studies on class size conclude that the size of class (within certain limitations) does not affect pupil performance--the teacher does. Studies of reading methods have found that again it is the teacher and not the method that affects performance.

These case studies have not had the benefit of such longitudinal analysis, yet there is the ever-present contention that the successful activities are that way because of the person directing them or responsible for them. This condition was variously described as "the right person for that job," "the person believes in what he is doing," "he knows people and how to work with them," "her enthusiasm for desegregation is contagious," "he follows through on plans," etc.

(5) Many problems and characteristics RMC observed for ESAP are similar to the first year of a new program (particularly one with short planning time). For example, the first year of Title I, ESEA (1965-66) had the following similarities to the first year of ESAP:

(a) a great fragmentation of activities undertaken by the LEAs,

(b) difficulty in obtaining and retaining qualified staff,

(c) events and decisions affected by fear of program not being permanent,

(d) late start of program and resulting limited time for planning and applying, and

(e) limited expectation of impact because funds spread so thinly by USOE and by LEAs.

Admitedly, there were also dissimilarities from Title I that may have affected the outcomes.

(a) very fast approval of ESAP application by HEW,

(b) LEAs now more used to late congressional action,

(c) LEAs now less fearful that federal government is going to usurp local power or control,

(d) teacher supply now much more plentiful, and

(e) ESAP required the involvement of community through the Bi-Racial Advisory Committee.

(6) With only a few exceptions, the LEAs were not undertaking evaluations of their ESAP activities as a basis for meaningful modification or decisions about continuing them. In most cases, basic process data was not being collected (which is a necessary ingredient to later analysis). Policy decisions were usually completely subjective in nature and made by school administrators directly involved in the ESAP activities.

RECOMMENDATIONS

The following recommendations are drawn from the various parts of this Phase II study:

(1) Before any of the successful ESAP activities described in this report are replicated by other districts (since that is the main purpose for documenting them), great care should be taken. Although these highlights can serve as a guide to systems attempting to adopt new programs to aid in school desegregation, it is necessary to consider each activity in the proper perspective. Consideration must be given to the setting in which each program was operating. For the sophisticated suburban school district to attempt to adopt a program from a poor, rural district without further investigation or site visit could be disastrous. The opposite could also be true. Consideration must be also given to the personnel operating the program--in many cases they are the key to its success or failure.

(2) There must be more coordination within a school district, if the benefits of many ESAP activities are to be realized. Little gain is obtained by purchasing new instructional materials or equipment

if the teachers are not trained to effectively utilize them. Revising a certain part of the curriculum is wasted if other dependent curriculum elements are not also revised. Hiring teacher aides without defining specific duties for them and giving them some sort of training is very inefficient (and naive).

(3) Priorities should be set to guide LEAs in selection of activities for ESAP funding to relate more closely to the purposes of the enabling legislation. LEAs should not be criticized for undertaking activities too general or minor, if USOE itself cannot establish priorities as a part of its regulations and guidelines.

(4) LEAs ought to be encouraged toward less fragmenting their ESAP funds so as to accomplish substantial results in one or two problem areas, rather than trying to accomplish a little on many fronts.

(5) Much better utilization of professional technical assistance already available to the LEAs should be encouraged. Where it is not readily available, it should be provided. Particularly for the smaller LEAs, there is a large improvement in planning and implementation that could be achieved through better decision-making.

(6) Federal programs have long been criticized by school administrations as leaving schools in the lurch about the reality of funding appropriations until its too late to plan a successful program (House Subcommittee on Education Hearings, yearly evaluations of Title I, etc.). Therefore, RMC, Inc., will add to these perennial recommendations:

    (a) If ESAP is really emergency in nature, it would be helpful for the schools to know how long an emergency generally lasts.

    (b) If an emergency appropriation will only be for one or two years, programs approved should be those which have a chance of helping in that period. Programs such as teacher aides, if cut off after a year, may cause more problems than they helped. These types of programs are visible to the community and depended upon by school personnel. If funds are not renewed, the community and the school tend to blame the "federal government" for making their program less effective and use this as reasoning for the expenditure of future federal funds on items such as expensive instructional materials and TV video equipment.

(7) If USOE makes further use of the exemplary concept (and it is assumed it will), then several factors should be made clear. Exemplary must be defined more clearly by USOE, and specific standards established. Without a complete survey of projects, an informal and biased selection process is inevitable.

(8) The importance of the desegregation problems addressed and the limited understanding of the real relationships, combine to indicate the need for continuing research and evaluation in this area. But additional case studies of the type done in this study are probably not warranted. More value can be achieved by using a more generalizable sample and seeking to confirm or disprove several of the tentative relationships indicated by these past investigations. Later, additional case studies may be needed to explore further the reasons behind certain relationships.

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Final Report UR-163

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in three parts
Part B: Appendices A through J

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Project Director: Dr. Kenneth F. Gordon
Phase I Director: Mr. Carl Blozan
Phase II Director: Mr. Paul Dienemann

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APPENDIX A

CASE HISTORY OF ESAP IN ABILENE, TEXAS

Principal Investigator:	Paul F. Dienemann RMC, Inc.
Other Participating Staff:	William Lucas Mark Battle Associates

ABILENE, TEXAS

BACKGROUND

Community Description

Abilene, Texas is located about 150 miles west of Forth Worth almost at the geographical center of the state and is the seat of Taylor County. This city was named after Abilene, Kansas, and its site was determined by the route of the Texas and Pacific railway. On March 16, 1881 the first sale of building lots was held for the city of Abilene. The city adopted a council-manager form of government in 1947. The population of the city is 88,433 (1970 Census).

Abilene is the distributing center for a farming and stock-raising region. Outside the city are many producing petroleum pools and natural gas wells. Abilene has more than 100 wholesale concerns and is headquarters for many oil companies and oil well supply firms. Cottonseed and peanut products, feeds, pressed brick, dairy products, clothing, oil-field equipment, soap and watches are manufactured. There are three denominational institutions of higher learning: Hardin-Simmons University (Baptist; 1891), Abilene Christian College (Church of Christ; 1906), and McMurry College (Methodist; 1922). The Abilene State School provides remedial education and trains retarded children. Dyess Air Force Base is located in Abilene and has a significant economic and cultural impact on the city.

There are 35 schools in the Abilene Independent School District with a total of 821 teachers. There are 36 black, 3 Oriental, and 11 Spanish-surnamed teachers on the school district staff. The Abilene School District consists of 8 percent black, 13 percent Mexican-American, .5 percent Oriental, and 78 percent white students out of a total school population of 19,781 students.

The average per pupil expenditure for the Abilene School District is approximately $528.00 per year. The total budget for the 1969-70 school year was $11,187,828 while the budget for 1970-71 was estimated to run higher by $500,000.

A report on vandalism in the school district was available for the 1968-69 and 1969-70 school years. The total cost for 1968-69 was $10,023 and the total for 1969-70 was $17,297. As a result of this increase, the school board has decided to pursue the possibility of installing burgular alarm systems in the schools.

Social, Political, and Racial Climate

In general, all public facilities in Abilene are desegregated and open to Mexican-American, Negroes, and Anglos. There is little social integration among ethnic groups except in the schools and some children organizations (e.g., little league, scouting, etc.). Social clubs tend to be separate although it was claimed that the lack of Mexican-American and Negro participation is socio-economic and not racial. The correlation between these factors could not be denied however. Many residential neighborhoods are integrated in Abilene, though large areas of all minority groups remain.

The relationships among integrated faculty appeared to be outwardly calm and cooperative with only limited occasions of dissension. However, it was reported that many older faculty members objected to the unitary system and were only reluctantly going along to maintain their position.

Black high school students were observed to mix with Mexican-American and Anglo students in class and frequently while walking between classes. However, the blacks tend to congregate together in the cafeteria and at sporting events. The ESAP project director explained that many faculty were concerned with their behavior for it gave the appearance of racial discrimination where none existed and where the children were free to sit anywhere they choose.

School Desegregation

To comply with requirements of the Office of Civil Rights, HEW, the Abilene Independent School District took the following steps with regard to the 1969-70 school term:

- closed a formerly all-black school,
- revised zones of a second all-black school to significantly decrease the enrollment,
- reassigned half the Negro teachers of this second school (to predominantly white schools) and replaced them by white teachers,
- eliminated the segregated bus transportation of children from one area, and
- recruited some Negro and Mexican-American teachers.

For 1970-71 the LEA proceeded with this plan by making progress toward elimination of the remaining black school and by further recruiting of Negro and Mexican-American faculty.

ESAP Project Summary

The Abilene Independent School District applied for a grant under ESAP on September 25, 1970. Funding in the amount of $67,500 was approved. As shown in Table A-1, these funds were used to broaden an existing Personal Community Activity by allowing the hiring of eight School-Community Coordinators who acted as additional liaison between parents and the school. In a Teacher Training Activity, videotape recorders were purchased to allow teachers to use them in discovering facts about their own behavior toward ethnic groups in the classroom. A Student-to-Student Activity (in the planning stages) will consist of the establishment of a special summer day camp for disadvantaged students.

Bi-Racial Advisory Committee

The ESAP Bi-Racial Committee consists of twelve members of which six are from a minority group. There are three black members, three Mexican-American members, and six white members on the committee. Eight of the members are male and four are female. All members are residents of Abilene and represent a cross section of community groups. The following is a list of members:

Mr. Isabel E. Arauza
Mr. Bennie Curtis
Mr. Ken Deckard
Rev. W. Wallace Faris
Mrs. Celia Gonzales
Mr. Jessie Harris
Mr. James Johnson
Mrs. V.W. Kelley
Mrs. Margaret Mitchell
Mr. George Santana
Mrs. Peggy Vinson

The committee members were selected by Mr. A. E. Wells, the Superintendent of the School District. The list of names were submitted to school board and approved in January 1971. Formal meetings have been sporadic and not well attended. Four meetings have been held to date. The main topics of discussion during the formal meetings were the contemplated summer program, community coordinators, and the videotape machines. From all appearances, the committee is not effective and is easily led by the school administration.

Table A-1

ESAP BUDGET SUMMARY

ESAP Activity	LEA Activity	Budget
Personal Community Activity	School-Community Coordinator	$28,800
Teacher Training	Video Tape Recorders	$ 7,500
Student-to-Student Activity	Summer Academic/Recreation Program	$23,550
Administrative Personnel	Salaries and Miscellaneous Administrative Expenses	$ 1,200
	TOTAL	$67,500

ESAP ACTIVITIES

School-Community Coordinators

Context and Activity Design

The Abilene Independent School District was startled into its current awareness of the need for improved human relations and community understanding as a result of student incidents that occurred in the Fall of 1969. At that time there were a number of Mexican-American and black student walkouts protesting the conditions in their newly desegregated schools. Typical of problems of this type, the incidents precipitating the walkouts were mainly an excuse for expressing long held and suppressed feelings rather than truly severe problems.

Because of their desire to do something about these incidents, the school board in Spring 1970 hired a Mexican-American to be Director of the newly created Human Relations Program. Funds for the program were received as part of the Civil Rights Act of 1964, Title IV. The Abilene School District viewed this program as a start in an attack on the feelings and attitudes that cause problems in desegregated schools. The duties for the Director have been to work closely with Junior Chamber of Commerce and Police Department to deal with racial and ethnic problems, to act as consultant in all administrative meetings regarding the attitudes and feelings of the community, and to make home visits and encourage other staff to do the same. The Director's duties were designed to help make the community and particularly the schools sensitive to the feeling and attitudes held by ethnic minorities and to re-build within the minority groups positive feelings and attitudes toward school and education in general.

With the funding from the ESA Program, the school officials at Abilene were given an opportunity to broaden their human relations activities. Eight community coordinators were hired to act as additional liaison between parents and the schools. According to the grant application the coordinators "will work with teachers in the classrooms as well as with parents in the community....and will be selected largely from minority ethnic groups, and a college or teacher certification would not be required as qualification for the position." No further description of the duties or job qualifications were outlined in the original activity proposal.

Upon receiving ESAP funds for the School-Community Coordinators Activity, the Director of Human Relations and others drafted the following list of duties and responsibilities as a job description for the new position:

- work closely with all school personnel (classroom teachers, counselors, principals, etc.) to become familiar with the total school program;
- help interpret school program to parents and students in the community;
- help interpret minority-group community sentiment to the principal of the school;
- work with principal, assistant principal, and counselor to create a greater mutual respect between school personnel and parents;
- meet with community groups to bring about a better understanding of our schools;
- meet with teachers to bring about a better understanding of minority groups in our community;
- work with Title I Resource Teachers in coordinating activities;
- meet with the Director of Human Relations, Assistant Superintendent for Administrative Services, and other school personnel to periodically coordinate programs and activities; and
- assume any other community relations responsibilities and duties as may be assigned by the principal.

The job description is thorough in listing all persons and groups that should work with the school-community coordinator, but it does not specify in any detail the types of problems and situations to be handled by this person. Perhaps such detail could not be elaborated at the initial stages of a new activity, but it would seem that the experience gained over the past year by the Human Relations Director could have been applied to formulating more detailed directions. As it stands, the community coordinators would be left to their own resources in dealing with school-community problems.

Activity Process

The eight coordinators were hired in late Fall 1970 and are predominantly from minority groups: 3 Mexican-Americans, 4 blacks, and 1 bi-lingual Anglo American. They were assigned to 12 schools involved in the ESA Project at Abilene. Five coordinators were assigned full time to secondary schools--4 junior high schools and Abilene High; the other three were assigned to these elementary schools:

- Central, College Heights, and Lee;
- Fannin, Locust, Valley View; and
- Taylor.

The coordinators brought varying backgrounds and experiences to their job. Some had only high school diplomas and no previous experience working with schools, while others had degrees from local colleges. According to the ESAP project director their backgrounds worked for and against them in different ways. He reported "that the diploma graduates were better received by more of the community people in that they could relate on more equal terms and didn't seem like part of the school establishment. This often enabled these coordinators to more quickly gain the confidence of the parents and hear and discuss their special needs or problems.

College graduates, on the other hand, were better able to communicate and work with the school staff--particularly teachers--but less able to relate to parents. This does not mean that college graduate coordinators were unable to work with parents, rather their style was more "professional." It is hard to assess where the emphasis should be put regarding staff qualifications. Perhaps the best solution is the one used at Abilene, which is to have coordinators with a mixture of backgrounds and to use them as best fits the situation and the needs of the school and faculty.

An interesting problem arose in the first weeks of the school-community activity. It was claimed that coordinators were suspected of being a group of ethnic minorities hired by HEW to "spy" on the teachers and staff members in the Abilene School System. This rumor is unfortunately indicative of the tension and bias that exists among many of the faculty members in Abilene. It was only after continued contact and working with teachers that much of this initial anxiety was overcome.

Several of the area coordinators, when asked to comment about their duties, reported that their biggest problem was to help black parents talk with school principals. A problem exists on both sides, and as one coordinator said, "we can step in where the principal has not had time or 'failed' in dealing with parents." Lack of communication is the biggest problem reported by another coordinator in dealing with her three elementary schools. However, she is optimistic about the progress of the ESAP school-community activity at Abilene.

The coordinators were required to keep a daily log, listing when and where they traveled, and a short note describing the purpose of each trip and whether anyone was home. These reports were submitted monthly to the ESAP Project Director. Unfortunately it was not clear that any real use was made of these logs other than to verify the transportation expense reports submitted each month by the coordinators. However, copies of these logs from all eight coordinators were obtained for a two month period during the spring semester. The following analysis was made of these reports:

A total of 310 trips were made each month by all eight coordinators. Of this number, 85 percent were successful and a contact was made with the desired person. In the remaining cases, no one was home or answered the door and a return trip had to be scheduled. Each coordinator averaged 33 contacts per month or about 1.5 visits per school day.

This number seems low if the intended purpose and goal of the school community coordinator is to bring a better understanding of the school to the community and parents. However, there are reasons why the average number of visits per day was not higher. For one, the community coordinators were also responsible for running the video tape machines for teachers in their assigned school who requested their service. Details of the video tape activity and the duties of the coordinator in implementing the activity are explained in detail in the next section. Another factor affecting home visits is the time spent by the community coordinators with teachers and principals to discuss student problems and arrange conferences between parents and faculty. All of these additional duties and responsibilities limit the amount of time available for the community coordinator to make home visits.

A detailed tabulation of all eight sets of monthly reports showed a wide diversity of purposes for visits to the home and elsewhere. The list of trip purposes ranged from "take more information on Free Lunch Program," to "take Michael to get his contact lenses," to "discuss class discipline problems." In all, over thirty separate trip purpose categories were counted. This list was subsequently reduced to 13 categories by combining similar activities. The results are summarized below in Table A-2.

The most frequently listed trip purpose is Category 1: general conference with parent, occurring about 15 percent of the time. Obviously, if the purpose of these trips had been more precisely defined and reported by the coordinator, this general category could have been eliminated and the relative frequency of other trip purposes adjusted accordingly.

Note that nearly one-third of all the trips completed by the eight community coordinators each month involved providing transportation to either the parent or the child (Categories 2, 4, and 11). The largest of these categories "Transportation for Students" included trips such as taking student to: the doctor, dentist, clothing store, home to change clothes, special education classes, school from home, visit sick parent in hospital, etc. The other two categories (4-11) are self-explanatory. In all cases it is questionable whether the school-community coordinators should be used as chauffeurs to provide transportation to these people. Some of the trips admittedly were for emergency reasons and thereby justifiable on that basis. Most of them, however, were not that urgent and an alternative solution should have been found.

Table A-2

SCHOOL-COMMUNITY COORDINATOR LOG OF TRIP PURPOSES

	Trip Purpose Category	Frequency
1.	General Conference with Parent	15
2.	Transportation for Student	14
3.	Check Attendance or Drop-out Problem	13
4.	Take Student Home (emergency)	12
5.	Visit Home of New Student	8
6.	Visit Home of Pre-school Child	8
7.	Get Parent Signature on School Form	7
8.	Deliver Message to Parent or Arrange Conference with Teacher	6
9.	Discuss Child Discipline Problem	5
10.	Discuss Free Lunch Program	5
11.	Take Parent to School or Welfare Office	4
12.	Take Clothes to Home	2
13.	Visit Family Social Worker	1
	TOTAL	100%

Another area that was found to be unproductive was Category 5: Visit Homes of New Students. While seemingly a worthwhile activity to welcome a new family to the community and to the Abilene Independent School District, the monthly logs show an extremely poor contact rate for this type of visit. For some reason the parents of new students were very often not home, and a number of return visits had to be made to finally reach them. This occurred so frequently that continued practice of visiting new families is questioned. At a minimum, a phone call prior to starting out would seem in order here.

Outputs

Because of the diverse nature of the School-Community Coordination program at Abilene and the more than 1,000 contacts made during the spring semester, it is difficult to determine the total impact that this ESAP activity had. No documentation exists describing what was done or how the cases turned out other than the brief description of trip purpose recorded in the daily log.

However, a number of individual case histories were seen or described that give a suggestion of the kinds of effects that were achieved by the community coordinators. A number of worthwhile results did occur. Because of the coordinators: a number of children were re-established in school after solution of a family orientated problem; more children are getting lunches under the free lunch program; more children are receiving medical attention to correct learning disabilities than might otherwise have happened; conferences between teachers and parents are more frequent than in the past; and the dialog between school and community has improved--at least in selected cases.

An example of how the coordinator can help community understanding was seen in a case in which a principal sent a letter to all parents inviting them to visit them at any time and giving the hours. One angry parent called in and was upset that she couldn't possibly see the principal at the hours shown and he was discriminating against people like her. A quick visit to this Mexican-American family by the coordinator got the parents' feelings settled and explained that the principal would meet with any parent at any time, and that the hours given were only intended to be the most convenient time. The parent was openly surprised that she would be welcomed on this basis. To follow through, the coordinator called the school and made an appointment the next day for this parent to see the principal. It was the hope of the coordinator that her prompt action would help let the community know that the Abilene Public Schools were interested in them and their children and were trying to help all ethnic groups. The coordinator felt that this visit and others like it would be talked about by the families and the help brought to one family would spread to others in the community.

Video-Tape Recorders

Context and Activity Design

The school officials of Abilene reported that to provide the proper learning environment, a teacher must be aware of his own racial behavioral biases and the bias in the children he is teaching. This was pointed out in their grant application citing: "recent research indicates that teacher behavior can be a determining factor in a child's self-concept, which strongly affects his level of aspirations and thus his level of achievement."

To deal with this problem, the Abilene Public School System applied for ESAP funds to purchase two video-tape recorders to help teachers discover facts about themselves and the children in their class. The proposal design for video-taping of classroom activities was an imaginative approach for the Abilene School System to take and should spark the interest of persons seeking innovative approaches for dealing with social problems.

The application for ESAP funds was explicit in outlining the purpose for this activity and carefully defined the goals and objectives. The following list is taken directly from the application:

(1) to provide a means of self-evaluation of teachers' attitudes toward ethnic groups by such behavior as:

  - how frequently the teacher calls on children of various ethnic groups,
  - type of remarks directed to children of various ethnic groups,
  - type and frequency of response elicited from children of various ethnic groups, and
  - type and frequency of interaction between students of various ethnic groups.

(2) to provide taped examples of good adjustment to integration which could be used in in-service programs for discussion;

(3) to provide a means of motivation to better human relations as awareness of negative and positive behavior is increased;

(4) to discover, through objective observation, teaching procedures which are especially effective in integrated classes;

(5) to clarify characteristic behavior of children of the various ethnic groups; and

(6) to clarify for the teacher her own feelings and behavior toward racially associated values and behaviors.

It was also planned that video tapes could be shown to parent groups in the evenings to let them see their children in a classroom environment. The parents could then see how their own child relates to his peers and observe his behavior in a racially mixed classroom.

In addition, selected tapes would be used for in-service training for all teachers as well as for the individual's self-evaluation. According to the original plan, these training sessions would be used to emphasize both strong and weak points in teacher/student relationships as well as observing various techniques for procedures used by teachers to deal with these situations.

It was also planned that tapes would be shown on local cable television to provide an opportunity for parents who cannot attend community meetings to see the classroom in session.

Activity Process and Outputs

The two video tape recorders were purchased for $7,500 with ESAP funds and were available for use in January 1971. In a memo to principals of ESAP schools, the project director explained the details for using the video tape recorders.

The decision was implicitly made by the project director in his instructions to the school principals that no mention would be made regarding the real purposes and intent for using the video tape equipment. That is, to have teachers evaluate the behavior biases in ethnically mixed classrooms. This fact was not even conveyed to the school principals for fear that the equipment would have been immediately rejected. The fear of "Big Brother" was uppermost in the minds of the school administrator in making this rather critical decision. Teachers were given absolute control over the tapes, in both how they would be used and who would view them, so they would not feel threatened.

School-Community Coordinators were used as technicians to help the teachers using the video equipment. The Coordinators were responsible only for setting up the equipment and for recording sessions that teachers planned. After the recording was finished, the teachers were allowed to use the tape in whatever way suited their needs.

The schedule established for use of the two machines in the 12 ESAP schools is shown in Table A-3.

Table A-3

SCHEDULE FOR VIDEO TAPE RECORDER USE

VTR #1		VTR #2	
Secondary Schools	Weeks	Elementary Schools	Weeks
1. Lincoln Jr. High	4	1. Central	2
2. Mann Jr. High	3	2. College Heights	2
3. Franklin Jr. High	3	3. Lee	3
4. Jefferson Jr. High	3	4. Fannin	3
5. Abilene High	5	5. Locust	2
		6. Valley View	2
		7. Taylor	4
TOTAL	18	TOTAL	18

Scheduling use of the equipment among teachers within schools was the responsibility of the building principals. However, the Coordinators often assisted the principal with this task.

In the first several weeks, even with the low-key approach adopted by the administration for using the video tape recorders, few teachers asked to use the equipment. The project director felt that this was due primarily to the newness of the idea and lack of understanding about how it might be used in the classroom. Eventually as teachers gained experience and the opportunity for using the equipment became more widely known, more and more use was made of the equipment by the teachers.

The predominant use of the tape equipment was to record classroom presentations already planned and scheduled as part of the classroom curriculum. For example, a class in government held a mock United Nations Debate creating a situation of current world politics. Representatives were elected and asked to defend their Nation's position. The entire program lasted a full class period and was recorded by the teacher with assistance from the coordinator. The tape was then re-run the next day to allow students to observe themselves in action. One black student who participated in this recording session felt that the TV was a good thing and claimed it "made kids aware of how he comes through."

Another TV clip that was observed was recorded in a 10th grade biology class. A series of oral talks by selected students from the class were recorded on tape. Interest was sparked by costumes worn by the students portraying the insect or animal they were reporting on in their talk. All this, plus the video taping, made the program a success according to the children participating.

There were some teachers who were not afraid of sharing their experiences and welcomed others to see the tapes. A 6th grade teacher at Fannin Elementary School has used the video tape to involve the parents into her classroom activities. On one evening when the parents visited her classroom, she showed them a taped session of their children. In addition, she taped the session with the parents to show them how it was used. They looked favorably upon this activity to such an extent that one parent sent a letter to ESAP Project Director commending the use of the machines in that manner.

When asked if the video tapes were used in any way to aid desegregation, the project director replied, "Not really, other than to get all students involved." It was also noted that no recordings of the Human Relations Committee at Abilene High (Title IV) were made with the video equipment. When asked why this was true, the Director of Human Relations expressed the opinion that the committee was not ready for this type exposure and would "tighten up" if the sessions were taped. However, he did feel this was a good idea and would consider using tapes in the future.

Summer Program

Several years ago, the Abilene Public School System acquired a former Nike Missile Defense Site from the Federal Government after their operation had phased out in the early 1960s. The site is located approximately twenty miles southwest of Abilene. It is well out in the countryside away from the city center and is situated atop some of the few rolling hills in the area. Not much remains of the original missile launch area except the concrete implacements that housed the Nike missiles. However the buildings that once served as dormitories, dining halls, and recreation areas are still standing and in generally good repair. A few broken windows are all that appear to need fixing to put in the buildings in useable condition. The entire Nike Site complex is fenced and under guard by an employee of Abilene City Schools to deter trespassers and vandals.

With ESA funds the school officials are now planning to take advantage of this unique resource for a special day camp summer program. The activities at the Nike Site are being planned as a combination recreation-academic program. According to the grant application, "a minimum of two hundred educationally deprived boys and girls will be selected from the intermediate grades to participate in the program. These boys and girls will be the types of student who are behind in their academic achievements as well as children who have problems getting along with their peers and have never had an opportunity to participate in summer camp."

It was proposed that the facilities would be used for classroom instruction as well as for recreation. School buses would be used to provide transportation to and from the site each day. The cafeteria facilities of the Abilene Public Schools would prepare the lunch each day. The activity is scheduled five days per week for six weeks during June and July.

The summer program staff is designed to comprise ten teachers giving a teacher-pupil ratio of one teacher for twenty-five students. The recreational phase of the program would be supported by fifteen student aides, the majority being hired from local colleges in the community. Many will be from minority ethnic groups. A full-time nurse will also be part of the staff because of the number of children involved and the remoteness of the site location.

Upon receiving approval for this ESAP activity, the superintendent established a planning committee to organize the details for the summer program. The team consisted of the following members:

Director of Elementary Education
Director of Counseling and Guidance
Director of Human Relation
Math-Science Supervisor
Principal - Fannin Elementary School
Teacher - Taylor Elementary School

The committee met on a regular basis throughout the spring semester to complete the necessary planning and make all arrangements for the summer program. At the first meeting, the committee established these overall goals for the summer program: (1) social adjustment, (2) self-concept, and (3) academic improvement.

In discussing these goals, the committee members developed a number of ideas and suggestions that were later incorporated into the program curriculum. These initial ideas explored a variety of skills, techniques, and procedures for planning and implementation to guide the final design of the summer activities. Some of the key suggestions and ideas about the goal of social adjustment were the following:

- Utilize grouping and pairing techniques to let children get to know each other. Let children learn from each other.
- Use group activities to create fun together and ability to get along with others.
- Teach the use of leisure time, entertainment, attentiveness, creative arts, etc.

Suggestions and ideas for self-concept:

- Children must see themselves as a success before they will want to learn.
- Develop verbal facilities as much as possible to provide self-expression. Use tape recorders.
- Teach self-expression through mime.
- Evaluation of adjustment and self-concept is measurable only by observation.
- Use video tape recorders.

Suggestions and ideas for academic improvement:

- Use informal rather than classroom situations.
- Individual teachers should go from subject to subject to help each other, i.e., use team approach.
- Math could be incorporated as sewing or cooking for girls, carpentry for boys.
- Constructing scale models, such as a fort or wild west town, could involve all forms of matter. This could lead into the practical application of the academic skills.

As the plans for the summer program developed, other decisions were made about how the activities would be conducted, who would be involved, and how the participants would be selected. It was decided that team teaching would be most effective for the academic subject areas. Teachers could be hired from outside the school system. And College student aides would assist in the academic program in areas that fit their educational background and college major. The 250 students would be divided into two large groups of 125 each, with 5 groups within each large groups, i.e., 25 students each. Each team of teachers would plan activities for an entire group.

Student participants for the summer program were solicited from all teachers in the 12 ESAP schools in May 1971. The criteria for selecting students followed the original plans outlined in the ESAP proposal, i.e., students must be:

- educationally deprived,
- one or more grades below grade placement,
- having difficulty getting along with peers, and
- without other opportunity to participate in summer programs.

The school teachers were asked to nominate students from their classes who most fit these criteria. They could recommend as many as they felt qualified. The following information was included for each student nominated: Name, sex, ethnic origin, test scores, and area of greatest need. This information was used by the planning committee to select the final group of students. It is intended that the children will be balanced ethnically among Mexican-American, black, and Anglo, with an equal number of boys and girls.

When last visited, the Abilene School System was well into planning for the summer program, had hired several teachers and teacher aides, and were starting to process the list of student nominees. Unfortunately, time was not available to see the summer program in operation or determine whether the original ideas and plans were effective or see what types of results could be achieved. If the implementation goes as well as the planning, good results should be expected.

CONCLUSIONS AND RECOMMENDATIONS

School Community Coordinators

Based on actual observations of the educational and social situation in Abilene and after talking with members of the community as well as the ESAP staff, it appears that the School-Community coordination activity does meet two needs of the Abilene Public Schools and the community. One need is to improve the sensitivity of the school administration and staff to the problems of the community particularly with respect to the Mexican-American and black minorities. These groups have been held back for so long that regardless of current administration policy in dealing with racial minorities and in spite of progress toward integrating the Abilene Public Schools, discriminatory practices and biases still exist and are not easily dispelled. The other need is to bring a better understanding and awareness of what the schools are doing for the people of Abilene, and especially minority families.

The overall objectives of the School-Community Coordination Program appear to be oriented toward meeting these needs and seem to be related to problems of school desegregation. However the specific objectives of this activity were not clearly defined. How the coordinators use their time and which target population to concentrate on were not spelled out in advance. This can be explained partially by the newness of this activity and the lack of experience in the Abilene Public School System in dealing with minority family problems.

In general, the eight coordinators were adequately qualified for their positions and able to do the work as defined. In some cases, however, too much time was spent working with a single family with the results that in one case only 10 contacts were made in an entire month--well below the average of 33 contacts. In line with this type problem, it is concluded that too much time was spent by many coordinators working in areas that could be handled by other social welfare agencies or by other staff members or by parents themselves. Another problem was that case histories were not adequately documented by the coordinators to ensure proper follow-up procedures or to give proper attention to the evaluation of case load mix.

Most of the shortcomings of the current School-Community Program described above tend to reduce the effectiveness of the overall program and limit the coverage (i. e., number of contacts) that might otherwise be made. However, where contacts were made and where they related to school problems, meaningful and worthwhile results seem to occur. Attendance of minority children has improved in some individual cases; parent-teacher relationships have definitely improved.

At any rate, the Abilene Public School System now has a staff to deal with community problems, a staff which did not exist prior to ESAP funding, i. e., the capacity for results now exists.

It is recommended that the school community coordinator program at Abilene be continued, but with some changes in the nature of the work done by the coordinators. An evaluation should be made by the project staff about this year's experiences to discover which types of service and community aid were most effective. A well defined list of objectives and job duties and responsibilities should then be drafted based on their evaluation findings and on the conclusions reported in this case history.

It is recommended that more attention be given to problems related to school information and understanding and less to problems that could be handled by social workers. It is also recommended that the school community coordinators be relieved of their duties to operate the videotape recorders. Better use of their time could be made if more time were spent working with the community.

Video Tape Recorders

This activity was designed to fill an apparent need in the Abilene School District--to help teachers discover in themselves and their students racial biases and behaviors that are counter-productive to a learning experience. The objectives were clearly defined and related directly to the problems of school desegregation as well as improving education for all students. Unfortunately, the actual procedures of this activity did not follow the original plan, since the purpose for using the videotape recorders was left solely to the discretion of the teachers.

Self-evaluation is at best a very difficult procedure and may seldom lead to meaningful results. However, it is doubtful whether self-evaluation will be done at all by teachers who are not advised or instructed as to how this might be done or even that this could be done at all. Certainly, someway could be devised to deal with this problem of alerting teachers to the potential for self-evaluation without the fear of being reprimanded. More work needs to be done by the Abilene School District in this area.

It is recommended that no further purchases be made of videotape recorders for the purpose of training teachers to deal with racial attitudes and behavior until better results are achieved with the equipment already available. It is further recommended that some program be set up to provide inservice training for teachers and staff as to how these units might be used to aid school desegregation and understanding among ethnic groups. Perhaps a program in conjunction with the Human Relations Committee would be helpful.

Summer Program

The summer day camp program seems to be filling the needs of many disadvantaged children of Abilene for summer recreation while at the same time providing a new learning situation for them in a multi-racial setting. By giving these children an opportunity to have fun together and relate in a educationally oriented environment, hopefully the effects will carry over to the following school year and improve both the educational performance and social awareness of those disadvantaged children.

The overall planning for this activity was very well done, partly because of the quality of staff that was involved, and partly because sufficient time was available to do the job. The activity design relates well to the needs of the children, and the procedures for choosing participants was also good. Unfortunately the actual results [illegible] this activity were not observed and no evaluation could be made of their work.

General

The Abilene Independent School District has made efforts to solve some of the problems of desegregation with their ESA Project. However, since both the administration and School Boards are staffed entirely by Anglo-Americans it is doubtful whether they could adequately define the real needs and problems of minorities and minority children. It would seem obvious that the most knowledgeable persons on minorities are the minorities themselves and should be involved in the decision process for designing programs that deal with race relations. This is particularly true of community programs.

APPENDIX B

CASE HISTORY OF ESAP IN AUBURN, ALABAMA

Principal Investigator:	Lawrence I. Weiner RMC, Inc.
Other Participating Staff:	William C. Watson, Jr. Mark Battle Associates

AUBURN, ALABAMA

BACKGROUND

Community Description

The city of Auburn is located at the juncture of the Piedmont and the coastal plain in the eastern section of the state of Alabama and is located 55 miles east of Montgomery and 120 miles southwest of Atlanta, Georgia. The city is located in Lee County, which is primarily a farming community. There is one box factory in the city, but the major industry is Auburn University. The population of Auburn is 23,000, and the student population at the university is 16,000. The city is governed by a mayor and city council and has a full-time business manager. It is served by one local newspaper, and area radio and television stations. The distribution of the population by ethnic groups is approximately two-thirds caucasian and one-third black. The socioeconomic levels of the city are split in generally two extremes, the white upper and middle class members who are connected with the university in professional and professorial roles and the one-third black community in the lower strata who in many instances are menials or unskilled workers. The housing and population densities are standard for these extremes. One section of the city contains elegant and modest white-owned homes while certain sections of Auburn contain the one-third black minority who live in sub-standard housing.

The Auburn Public School System covers the Auburn City area, employs 198 people, expends 1.403 million dollars annually, and is in a dynamic process of change. The 1970-71 student population in the seven schools was 3,377 students--1,135 black and 2,238 white. The student population is drawn mostly from the city of Auburn, but Lee County students can pay tuition and attend. Average per pupil expenditure is over $400 per year, of which half represents the state contribution. One quarter of the funds comes from local tax dollars and one quarter from federal support. The average per pupil expenditure of $400 in Auburn is above the state average of $348 for Alabama but below the $600 U.S. average.

Piror to total desegregation, the two black schools located in the black neighborhoods reportedly had a high rate of vandalism (broken windows, disturbed classrooms) over weekends. The white standards of education in the predominantly white schools prior to integration was "high" by Alabama standards; no information could be obtained on white school vandalism.

Data concerning the dropout situation in the Auburn School System were obtained for this school year and the two previous years. During the 1969-70 school year, 58 junior and senior high school students dropped out. Eighty percent (46) were black and 20 percent white (12). These 58 students represent 1.65 percent of the total 1969-70 enrollment and 3.33 percent of the junior and senior high school enrollments. During the 1970-71 school year only 21 students dropped out. The total was 37 less than last year, representing a 63 percent decrease. Again, the split was 80 percent black (17 students) and 20 percent white (4). These 21 students represent 0.62 percent of the total 70-71 enrollment. and 1.31 percent of the total (7-12) upper level enrollments.

At the same time that total desegregation was taking place during the school year, three other major changes were being implemented. First, student transportation (busing) was being inaugurated to implement the desegregation plan. Second, a satellite feeding program was started in which hot school lunches are provided from the existing main lunchroom cafeterias to other schools without embarking on a costly cafeterial construction program. Thirdly, a curriculum revision was made to provide individualized instruction by employing team teaching for students based upon individual needs. These four major changes - desegregation, transportation, satellite lunches, and curriculum revision - were introduced to secure the major objective of providing quality education to all students regardless of race. This emphasis on quality of education is public policy, as stated for example in one of the school system brochures: "The Auburn City Board of Education believes that the primary function of the public school is instruction. Curriculum in the Auburn Schools is being devoted to the fullest possible extent for all children in the community. All activities, policies, and regulations have been developed to achieve objectives and goals consistent with this philosophy."

The City Council elected a president who had been silent concerning desegregation. But once having obtained the office of president of the City Council, he has spoken out against the position of the public school administration. In addition to the opposition of political leadership in the community, there is the question of the school system obtaining its share of a new earning tax that is to be levied on the townspeople. The public school share of this tax would be extremely beneficial to the educational programs being planned and implemented. Unfortunately, the school board has not indicated yet what proportion the schools can expect from this additional levy. Many members of the community said that at the next City Council election the people would show that there is a majority in the community supporting public schools. They feel this will lead to a re-alignment of the City Council.

The black community does not play a vital part in the local administration and affairs of the community, but as a political force it has assisted in the election of the present mayor, chief of police and other public officials, all of whom are white. The support of the black community was obtained on the basis of as yet unkept promises by the white candidates. Rotation of School Board members occurs once a year, and so far no black has been appointed by the City Council to the School Board. The five-member Board of Education remains all white, although many responsible community leaders decried this situation, when interviewed.

Table B-1 shows that students in the predominantly white schools test at or above grade level whereas the black school students were always below grade level. This wide range in capabilities and educational backgrounds coupled with the court order decision to totally desegregate provided an impetus for the school administrators to carry out individualized instruction for the educational needs of all students regardless of race. While the administration was seeking funds for financing this restructuring of the instructional program for the 1970-71 school year, ESAP funds became available. The decision was made to use ESAP funds for this curriculum revision program.

The Auburn Bulletin has reported 176 positive articles to date on the school system. The present desegregated school system has the support and commitment of the editor of the local paper.

ESAP funds are naturally not the only federal support that the Auburn City School Systems receives. A Diagnostic Center had been set up under ESEA Title III funds ($150,000) for Demonstration Projects. Title I funds ($151,000) for Low Income and Educationally Deprived Children had been received prior to ESAP. National Defense Education Act Title V funds have been received, as have Title II funds. NDEA Title III matching funds have all been secured prior to ESAP.

Because of its proximity, Auburn University has been able to provide technical assistance to the Auburn City School System. The Auburn University Desegregation Center, which is part of its Education Department, has provided the city school system with a task force on desegregation. The support and assistance by the Auburn academic community has been gratifying according to administrative officials.

Of the 198 man staff of the Auburn City School System, three have Ph. Ds, three have six-year teaching certificates, 62 have masters degrees and 92 have bachelors. Twenty-five percent of the staff is black and numerous complaints about this number led the investigators to believe that the school system wants more. However, the Administrator blamed teacher tenure problems coupled with a lack of young qualified black teachers for the delay in increasing the number of blacks on the faculty. A favorable 22 students per teacher ratio is in effect for the system as a whole.

Table B-1

AUBURN TEST SCORES

Tested September, 1969

Grade (B/W)	School	(B/W Ratio)	Reading	Language	Mathematics
8 (9.2B) (90.8W)	Samford	(.7% Black) (93% White)	9.0	8.7	8.7
8 (100 B) (0 W)	Drake High	(100% Black) (0% White)	5.6	6.0	6.6
11 (10% B) (90% W)	Auburn Middle	(25% Black) (75% White)	12.6	11.4	13.0
11 (100%B) (0%W)	Drake Middle	(100% Black) (0% White)	7.9	7.7	7.0
Apr. 1970					
4 (100%B) (0%W)	Boykin	(100% Black) (0% White)	2.6	3.3	3.8
6 (100%B) (0%W)	Boykin	(100% Black) (0% White)	4.7	4.9	5.4

Tested April, 1970

Grade at Testing	School	Reading	Language	Arithmetic	Total Battery Test Score
7.6 (5.9%B) (94.1%W)	Samford (7%B) (93%W)	9.3	8.9	8.9	
7.6 (100% B) (0% W)	Drake (100%B) (0%W)	4.4	4.5	5.2	
8.8 (9.2%B) (90.8%W)	Samford (7%B) (93%W)	10.2	9.9	10.8	
8.8 (100% B) (0% W)	Drake (100%B) (0%W)	5.5	5.6	6.2	
9.7 (8.9%B) (91.1%W)	(25%B-75%W) Auburn High	10.4	10.2	10.9	
	White Stu.				11.5
	Negro Stu.				7.2
(After 1 year Total Integration)					
10.7 (42.0%B) 58.0%W)	(25%B-75%W) Auburn High	10.4	10.2	10.4	
	White Stu.				12.2
	Negro Stu.				6.9
(After 1 year Total Integration)					
October 1970					
5 (32.0%B) (68.0%W)	Boykin (32%B) (68%W)	5.0	4.8	4.8	

Social, Political, and Racial Context

The ambience of the white and black communities in Auburn as reported has always been better than the average of the state of Alabama. However, the social milieu for both communities has always been somewhat separate and distinct.

Public facilities and accommodations are integrated in Auburn, but there is little social interaction except in some school activites. Auburn still contains those areas of the city designated white and those known as black. There are minorities of extremists in both races who are opposed to integration in general. Most criticisms against the school system have been part of general complaints against the concept of integration. One black community leader has said that the black community does not partake in the community life as a whole because of a lack of information and a relatively low socioeconomic position in the community. However, it appears there are no deep-seated fears or frustrations between the two sectors of the community. As an example, a member of the school board told how his son used to ride the school bus while the three black children of his neighbor in his farming community outside of Auburn walked three miles to school every day. The Board member felt that all children had a right to ride the bus; he felt this to be part of equal educational opportunity.

The black high school (Drake) and neighborhood elementary school (Boykin) had been the focus for black community activities before desegregation. The swimming pool of the black high school was a meeting place and convenient facility for the black community. There had been racial pride connected with the black high school prior to desegregation. In fact the superintendent of schools was confronted by a number of black students and parents who tearfully pleaded that they be allowed to graduate from their black school before desegregation took place this year.

School Desegregation

Prior to 1970-71, total desegregation had not been achieved in the Auburn City School System. A freedom of choice plan for students, that had been in operation for several years, resulted in the black-white student populations shown in Table B-2 (for the 9th month of the school year in 1969-70).

Table B-2

SCHOOL POPULATION BY RACE, 1969-70 SCHOOL YEAR

School	Total	White	Black	Percent W	Percent B
Cary Woods	184	134	50	72.8	27.2
Dean Roads	354	347	7	98.1	1.9
Wrights' Mill Road	354	327	27	92.4	7.6
Boykin Middle	505	0	505	0	100
Sanford Middle	846	791	55	93.5	6.5
Drake High School	370	0	370	0	100
Auburn High School	940	678	226	75.0	25.0
Total	3,517	2,277	1,130	64.88	35.12

Table 2 shows the distribution of black and white students prior to total desegregation. In no case did the freedom of choice approach provide the two-thirds, one-third split to match the racial ratio for the total city. There was one all black elementary school and one all-black high school with the middle grade school partially desegregated. Of the 1,240 black students in Auburn, 875 did not attend racially mixed schools. Seventy percent of all black students were segregated from their white peers. On the other hand, there were no all-white public schools.

Prior to desegregation, a task force from the Auburn University Center for Desegregation outlined some objectives of the desegregation plan which must be addressed:

- provide quality education for all children;
- ensure schools will not resegregate through loss of white students to private schools or through choice or selection of subject matters in the classroom;
- adjust curriculum, making staff assignments and providing extra curricula experiences that are meaningful to black students who will be entering predominantly white schools for the first time;

- develop staff organizations to best use the talents of all teachers in an integrated situation;
- provide for the training and retraining of teachers;
- implement teacher's aide training; and
- provide general community involvement to improve educational opportunities for all students.

The desegregation plan of the Auburn City System involved a total desegregation of the seven schools in the system. Following the desegregation pattern that is currently in operation, there is one high school with grades 9 through 12 for black and white students on a ratio of one-third/two-thirds. There is one junior high school with the same racial ratios. There is one middle school with sixth grade students only, one middle school with 4th and 5th students only and three primary schools. The current racial breakdowns and student/teacher ratios for the schools appear in Table B-3.

Table B-3

SCHOOL POPULATION BY RACE,
1970-71 SCHOOL YEAR

School	Number White	Number Black	Percent White	Percent Black	Student/Teacher Ratio
Auburn High School	508	234	69	31	19.4
Auburn Junior High	552	370	64	36	21.0
Drake Middle	407	199	71	29	25.4
Boykin Middle	200	80	67	33	24.2
Cary Woods	121	51	70	30	28.6
Dean Roads	224	103	58	42	27.6
Wright Mills Roads	223	115	66	34	26.0
Total	2,233	1,151	65.9	34.1	22.8

The desegregation for this school year resulted in renovation of the principal facilities and changes in the mode of operation. After a quarter of a million dollars were spent for remodeling, carpeting, light fixtures, and bus routing, the seven school plants in Auburn were ready for desegregation on the proportional lines of the community.

The total number of students reassigned was 1,250. Busing was implemented this year to provide attendance in the integrated schools. Approximately one-third of all students are bused daily. However, it is a segregated busing plan because of the racial distribution of the students. There are four black drivers and one white driver who bus 1,100 students a day on four buses.

ESAP Project Summary

Table B-4

ESAP BUDGET SUMMARY

ESAP Activity	LEA Activity	Budget
Non-Personal Community Activity	Community Information Program	$ 1,300.00
Non-Ethnic Classes and Materials	Curriculum Revision	62,440.00
Total		$63,740.00

As this report has mentioned earlier a decision to individualize the instruction program and to provide team teaching to students was evolving with consultant and federal help prior to ESAP. It was over the summer of 1970 that the school administration realized that the two-third white student population was on a different educational and academic level than the one-third black students. The curriculum revision and other innovating had these goals: (1) prevent white withdrawals to private schools; (2) desegregate classrooms; (3) provide hot lunches to all students; (4) provide adequate transportation to all schools; and (5) tailor educational and instructional programs to meet the needs of the individual student at his level of capability and motivation.

The ESAP goals for Auburn were (1) to provide information to the community on the four major changes taking place in the schools and (2) to provide Personnel, Administrative, Training, and Material support for a curriculum change to individualized instruction.

The ESAP program in the Auburn City School System consists of two main activities. The first is Community Information, which is still in the planning stage as of now. The Community Information effort which will be undertaken over the summer has as its main objective informing the community about events taking place in the school system. To do this, the Community Information Program will supply manuals, brochures, displays, and transparencies to group meetings and individuals so that they may better understand the new programs of the school system and how they relate to school objectives and the philosophy of instruction.

The second activity of the ESAP project encompasses the curriculum revision that is currently going on and will be taking place this summer. The objectives of the curriculum revision activities that were stated in the ESAP grant application are still the objectives now being sought and implemented: to produce new and and varied instructional techniques and materials to serve children from different ethnic and academic backgrounds so that all students in the city school system will receive an adequate education without a sense of failure. These objectives translate into the current program of team teaching with a differentiated staffing pattern so that individualized instruction can be given to all students.

Most of the effort and almost all of the ESAP money in the Auburn City School System is being devoted to this instructional program designed to provide for individualized training. To provide this opportunity, the school system has moved from the traditional self-contained classroom and annual promotion to continuous progress through non-grading and team teaching. Auburn Schools are now in the process of developing individualized packets of learning materials based upon behaviorial objectives for K-12. Teachers are assisted in classrooms by teachers' aides, student interns, and work-study students.

Evaluation of the ESAP program in Auburn City Schools necessitates evaluation of three interrelated factors: first, team teaching concept (staff quality, motivation); second, the individualized instruction program (goals, objectives, philosophy); and third, the individualized learning packet (instruments, media, resources).

Bi-Racial Advisory Committee

The Bi-racial Advisory Committee for the ESAP project is made up of eight black and eight white members. Nine of the members are parents of children in the school system. There have been two meetings to date. Minutes from the meeting reveal discussion of the accomplishments of the ESAP funded activities, the use of the learning packets and training of teachers to work more effectively with these materials.

These organizations are represented on the bi-racial committee: Project Opportunity, Headstart, Teachers Association, Community Club Organizations, Voters League, Knights of Pythias, Progressive Youth of Auburn, Lions Club, Ministers Association, Chamber of Commerce, City Council, University Faculty Club, and the PTA.

There is also a student advisory committee which is made up of eight black and eight white students. One meeting has taken place at which they discussed the utilization of ESAP funds and the overall emphasis in the directions of the special projects.

ESAP ACTIVITIES

Community Information Program

Context

Because of the many recent changes in school procedures and activities, the school administration felt that it would be in the best interests of the students and community to inform them of the details of these changes and the effects the changes were having. The special needs and problems of this school district stem from the integration of the one-third black members of the community and students into a predominantly white student university community. The extremes in educational levels and capabilities of the students have necessitated alleviating the fears of the white community and preventing their flight to private schools, as well as informing the black community of the quality and type of instruction that will be available in the desegregated Auburn City Schools.

The target population for the community information program will be the parents of students currently in the Auburn City School System and selected influential antagonists of the public schools. The news media have been to a great degree favorable concerning the activites that are taking place in the schools. However, the complexity and details of the four major changes-- transportation, individualized instruction, satellite feeding and integration-- that are being implemented, necessitate a non-media, personal, communication effort.

The superintendent of schools expects to have stronger support by community members and parents because of this activity. He also expects to have a well-informed and knowledgeable community that is committed to the public school system so that the three private "white" academies located in the county will not become refugees for the white students fleeing the public schools. Only thirteen white students have left for the private schools so far this school year.

This program will be used to acquaint the community and especially community leaders with:

- the overall aims and goals of education for Auburn City Schools;
- the problems encountered in revising and implementing new curriculums;
- the new methodologies of instruction necessary to implement individualized instruction;

- the new materials, media, and programs available to assist the teacher in instruction; and
- the financial needs of the Auburn City Schools.

Activity Design

The procedures to be used to accomplish the above goals in the expanded community information program are as follows:

- Present programs to small groups of community leaders at luncheons and dinners. Provide for discussions of, suggestions about and reaction to school programs.
- Present slide and overhead projection programs to civic clubs and parent groups.
- Hold discussions with parents in a non-school setting.

Specifically the superintendent plans to have meetings with no more than 15 community members at a time, at the Auburn High School, in the evening for dinner, where a presentation will be made with slides. A booklet will be distributed on the total operation of the school system from federal programs to lunches. Time for questions and answers by this small group will be planned. It is proposed that 20 such groups will meet over the summer at the Auburn City High School for these dinner meetings. Likewise, the superintendent proposes to have a one-to-one personal relation with parents and community leaders during the next school year during which they will be shown the schools in operation and will have lunch with the students....

ESAP funds for the Community Information Program will consist of $1,300 for devising and publishing of booklets on the school system, preparation of supporting materials, and reproduction of necessary slides, displays, and written pamphlets.

The staffing for this activity will be small. It will include the superintendent and his staff and maybe some principals who will be doing the personalized public relations and information dissemnation with the community.

Verification of the context and planned design for the community information program was secured by the writer. Interviews with different community members revealed that the black community as a rule has been somewhat unaware of the operations of the schools now that they have been desegregated. There is a real need to inform the black and white community of the existence of the programs that are in operation.

Because this activity is still in the planning stages, only some of the materials that will be given to community members and parents have been prepared. The plan as devised by the superintendent is coherent, consistent and a valid attempt to squelch rumors, promote racial harmony, and interest community members and parents in the educational process taking place.

Curriculum Revision Program

Context and Activity Design

Because of the wide and diverse range of capabilities of the black and white students in the Auburn City School System it was decided to shift the curriculum to an individualized instruction/team teaching approach. There was a need to reorganize the educational process in the city system before desegregation. It was felt that the social and racial harmony desired in desegregation could only be brought about by the individualization of the instructional program. Traditional and competitive studies would embarrass and frustrate many students. There was a desire not to resegregate within the building based upon ability levels. It was desireable to have a class environment which promoted learning. To do this, remodeling, producing open spaces, carpeting, and lighting was carried out. Black and white students could interact during the learning process in these renewed surroundings, yet make progress individually with a sense of success.

The needs and problems of the target population in the school district as a whole have been viewed as social and academic integration. There has been a question, and it still remains, as to the quality of education in an integrated environment. The white community, which is oriented to the traditional education situation represented by Auburn University, was most emphatic about not losing any quality as a result of integration. The pre-integration results of standard tests show the wide dispersion of abilities on a group basis between black and white. Accordingly, the target population for the individualized instruction was the total student body in the 4th through 9th grades.

The subjects include language arts, (English skills) mathematics, social studies and science. Curriculum changes will integrate all four subjects under one theme. There are classes for special education and remedial study which are self-contained, but most of the students in grades 4 through 9 were to receive some individualized instruction in a team teaching situation.

As the result of ESEA Title III funds, the Auburn Schools have a Diagnostic Center which determines student psycho-physical dysfunctions and helps alleviate these learning problems. This center has contributed to the structuring of the new curriculum materials for individual instruction.

Auburn University Desegregation Center and Department of Education have assisted in preparing the desegregation plan and in making curriculum revisions. Because of the proximity of the University and the Diagnostic Center, Auburn's ESAP efforts can be supplemented and evaluated on a convenient continuous basis.

The overall objective of the Auburn curriculum revision has been to provide an educational program for every student based upon the needs of the individual. As part of this objective the ESAP curriculum revision intent has been to "provide learning packets which contain instructional materials, written by one team of teachers and printed on school system printing equipment." ESAP funds were to be used to assist in the production of these "learning packets" which were to be developed by and distributed through teams of teachers situated so that each student receives individualized instruction.

The objectives and goals of the curriculum revision program are to assist in the individualization of the instructional program by means of these learning packets and differentiated staffing--teachers' aides, interns, work-study, students--on a team teaching basis.

The purpose of this new approach was to change the mode and operation of the educational process in the Auburn City Schools.

The theory underlying teaching in teams is that a group of teachers planning and working together can provide classroom experiences for a group of pupils that are more effective in education than those that an individual teacher can provide alone. The argument for team teaching contrasted to traditional teaching and organization is (1) groups of teachers planning and working together develop better understandings of school and its integrated academic goals and can provide greater opportunity and more logical sequence to the educative process; (2) evaluation of pupil progress is more accurate when accomplished by several teachers; (3) decisions concerning plans for the next steps and experiences for pupils are better when done collectively by a group of teachers; (4) the sharing of ideas by teachers in planning sessions results in better methodologies which are more effective with pupils; (5) increased flexibility in grouping patterns provides for more adequate pupil placement for learning and social experiences; (6) the self-evaluation performed by team teachers is far superior to self-analysis by an individual teacher.

The learning packets which are an important part of the team teaching concept will allow each student to progress through varying subjects and levels at his own pace. When students use the "packets" team teachers can respond individually to each student as needed, thereby individualizing the instruction. The packets not only replace texts and workbooks, but direct students to multi-media resources in the classroom. Packet instructions tell students when and where to view, listen, or read film strips, tapes, or library books. The multi-sensory materials are located in one area of the large classroom and can be obtained as needed by the student.

The advantages of this individualized packet approach over traditional methods are: (1) students can progress through multi-sensory materials in an orderly individual manner; (2) any team teacher can easily assist if asked without delay of the other pupils' work; (3) students are not in a group competitive situation; (4) packet progress is easily reviewed and assessed; (5) materials and equipment are in constant use by different pupils rather than total group participation; (6) student-to-student assistance and co-operation is promoted; and (7) small group instruction can be given without hinderance to other pupil activities.

The projected budget of the ESAP curriculum revision program provides typists, reproduction assistance, administrative coordination, and retraining for the team teachers who devise their own learning packets. The staffing plan required 54 teachers broken up into groups of two or more with teacher aides as assistants. These teachers in conference together devised learning packets for the various abilities of each student on an individualized basis.

A supplementary ESAP grant will be used this summer as it was last summer to retrain teachers to work in the team concept and to devise learning packets.

Activity Process

The ESAP curriculum revision activity began in the summer of 1969 when 54 teachers were retrained in workshop seminars two weeks before the opening of school. Here they learned team teaching techniques, learning packet structuring, equipment useage, and overall curriculum aims of the Auburn School system. The teachers were then split into bi-racial teams of two or more and began developing learning packets for their students. The teaching teams were not reimbursed for the considerable time they spent in devising packets in the fall.

During the school year, the role and expectations of teachers, students, and the administration involved in team teaching individualized instruction began to solidify. In the beginning it was reported that teacher-student interaction was minimal and learning packets were little more than workshops. But, as the year progressed, teachers began to devise more sophisticated structured packets, students began to be more self-directed, and the packet production cycle was speeded up.

The school utilized three typists and typewriters, an off-set printer and stencils to provide teachers with a two-week cycle from packet submissions to distribution to students.

The teachers utilized Alabama State materials and textbooks to begin with, but abandoned both because they lacked relevancy and because of their Southern orientation to the subjects. To date, over 160 packets have been produced for the team teachers. Teams distribute the materials in their large carpeted classrooms, where students embark on the various processes and assignments contained in them.

When students have problems with the packets, all they have to do is raise their hand for "individualized" instructions. When students complete the packets they are reviewed by any of the available teachers for mutual interaction. Those areas not satisfactorily completed are given back for student attention and reworking.

Each of the team teaching classrooms is a facility which has been remodeled with carpeting and lighting. The learning environment is a large non-obstructed multi-functional, comfortable room. The size of classes in the team teaching situation varies from 60 to 150 in any given room. Because of the size of these classes the team teachers need an unusually large amount of space which in many instances they do not have. It appears that these facilities are being used to the fullest of their capabilities. The non-graded team teaching reaches the following proportions of the students: 30 percent of elementary, 100 percent of the 4th, 5th, and 6th grades, 60 percent of Junior High and 25 percent of Senior High students.

The learning packets were designed to assist in the individualized instruction by giving each child a goal and a success oriented approach to the material. Also the packets allow him to schedule according to his own abilities. Grades 4 through 9 were provided with varying amounts of team teaching for various subjects. The elementary schools have had varying degrees of non-graded team teaching for the last four years.

There is variation in the amount of team teaching students receive according to the subjects and teachers in that situation. One school, which has a 100 percent team teaching, teaches four subject areas: math, language, arts, social science and science in four separate large rooms. Students spend 90 minutes a day in each of these rooms and they change rooms when the bell rings. The teachers instruct the students to begin with their packets where they left off the day before. In these rooms various activites take place simultaneously. A group of students may be watching film strips, another listening to tape recordings, and still others composing stories related to the learning experience. All the students are expected to participate on an individual basis with their own learning packets and to follow the procedure set out in those packets. The learning packet provides a multilevel, multi-sensory educational process. Most learning packets which ESAP funds provided direct the student to those different areas of the room where equipment and educational materials are available for him to use in learning.

The schedule of team teaching will be increased next year. The total school system plan for team teaching is on schedule and will be completely implemented in grades K through 12 in the next two years.

Outputs

The staff of the teams teaching in these open areas has not always been capable and adequate to fulfill the roles required in this new situation. Unfortunately, teachers are a product of traditional education, from K through certification, and as such must be retrained to team teach. But once situated in a team teaching environment, teachers must become totally committed to this approach. A supplementary ESAP grant will be used for more teacher training over this summer. The results of the individualized instruction and team teaching approach will be measured by the degree of social/racial harmony and academic accomplishments seen and tested. Many of those interviewed felt the black students were benefiting more from the individual instruction than the white students, but no one felt this was "wrong."

Accordingly, the individualized instruction program relates directly to the objectives of desegregation educational/academic achievement. However, this approach can only reach those students who are self-motivated and independent. It is hard to generalize as to the willingness of the target population (i.e., the students) to meet the objectives set up by the school system. Program revisions that have taken place have been minor during this first year of total integration and individualized instruction.

The project objectives and goals are known and are clear in the minds of most of the teachers on the Auburn City School staff. However, most parents and community members are not as well informed. The approach taken to this individualized instructional program is directly related to the needs and special problems in the Auburn City School System. The role of desegregation in the individualized instruction process has never been lost. The promoting of racial and social harmony in a team teaching situation can be reinforced when the ratio of teachers and students reflects the community ethnic composition. There are many teams and classes that are integrated. Both teachers and students have learned to help and understand their ethnically different peers.

The design of team teaching concept and the individualized instruction it provides cannot be quantitatively assessed at the moment, because no test scores have been received to date. The interaction of the desegregation process and the curriculum revision activity are mutually reinforcing. It has been reported that without integration, the team teaching/individualized instruction would not have taken place on such a large scale. The team teaching approach is making progress towards the goals of racial and social harmony as observed by this investigator. The attitudes and behavior of the students verify that a happy learning process is being reinforced. Students have lost social stigma and embarrassment associated with non-achievement, racial origins, and poverty.

Producing positive educational results from the curriculum revision taking place rests squarely upon the shoulders of the team teachers. In many instances their motivation and dedication to this concept of team teaching and the learning packet has been emphasized by them and verified by others. Without the commitment of the teachers, team teaching in open areas would degenerate into chaos. The decision to team teach was implemented by the school administration and this commitment and dedication has also been transmitted to the teachers on the same magnitude. All evidence in interviews has supported the above reports on the team teaching and individualized instruction taking place.

There have been many unexpected outputs from team teaching and most have been positive. For example, the discovery in a team situation of a poor teacher in a traditional sense who can be a leader and team director has been most rewarding for the Auburn City School System. The behavior of teachers has relaxed and their attitudes have adjusted to the dynamic changes taking place in the school system. As a rule teachers have had to devise their own instructional materials. An unexpected output has been the discovery of teachers who have unpredictably shown skill as expert writers of learning packets.

The attendance record for the various schools show that: (1) white absences were never greater than black proportionately; (2) white students represent 2/3 of the total enrollment, but were never above the total average daily absent rate while blacks (1/3) were always above the average. In other words, the 1/3 blacks enrolled accounted for 2/3 or more of the daily absences. This appears disproportionately high. Data also reveal that the high school had a consistently higher daily absence rate and that the 6th grade middle school had the lowest. In February Boykin Middle and Auburn Junior High showed large absence while the High School and Drake did not. No correlation with the team teaching and individualized instruction in these four schools can be seen. All reports on the progress of the team teaching approach were gathered through interviews with community leaders, parents, and the students involved. The positive responses at all levels have led this investigator to conclude that regardless of random tests this educational innovation is valuable.

These are some of the comments obtained about team teaching: (1) movement of students from room to room is noisy and disruptive; (2) team leaders must be selected to guide the total team effort; and (3) more qualified aides and support personnel are needed to assist the teams. Accordingly, next year there will be an average of 120 students in large, carpeted rooms which will contain a textbook area resource and an audio-visual equipment center which will be staffed by one team leader (60 percent of the day), three full-time teachers, one associate teacher (for 5/8 of day), two full-time interns, and one full-time teacher aide.

Supplementary ESAP funds are being used to provide a five-week summer training session for 50 teachers and 22 team leaders. They will learn packet structuring, team teaching, and new curriculum approaches for the fall school year. This planning and training period will solidify the accomplishments to date and re-orient more teachers to the team methods to be employed.

The tangible outcome of the ESAP component of team teaching approach is the learning packet. The actual production of these instruments has been financed with ESAP funds. According to those connected with this revision program, packet quality and impact vary, but their usefulness in team teaching cannot be denied. There is a definite link between the ESAP learning packet and the ability to individualize instruction for each student.

Evidence from observations supports the relationship of the learning packet and the team teaching individualized instruction approach. However, any evaluation of the packets relative to an individual student's need is tenuous. The substantitive materials in the packet, as in a textbook, are only as valuable as the degree to which the individual student exploits them.

The ESAP Curriculum Revision project in the Auburn School System has to be considered directly related to desegregation because it attempts to meet the instructional/academic needs of all students. Actually this new approach benefits deprived students more by allowing them the opportunity of individual, close teacher-student-subject interaction. It is one thing to combine the dual systems, but another to educationally unite them. Auburn with ESAP has facilitated a unitary system by providing integrated teacher-to-teacher relations during devising of the packets, by providing integrated teacher to student relation through packet assistance, and by providing student-to-student rapport through an unstructured, non-graded, non-competitive, cooperative learning situation in which packet problems are solved through mutual pupil assistance.

Given the fact that ESAP funds have provided for: clerical assistance, reproduction, films, teachers aides, inservice-retraining, and an upcoming summer workshop all aimed at learning packets for team teaching, one concludes that the emphasis financially and structually is well placed. Considering the fact that team teachers are not reimbursed for packet development, it is difficult to criticize the dedicated staff and the Auburn system that fosters new, innovative changes in education.

CONCLUSIONS AND RECOMMENDATIONS

Community Information

It is recommended that the community information program be attempted as planned so that the local community can be informed first-hand on the vast changes taking place.

Likewise, it is recommended that both Auburn ESAP activities be continued based on the progress achieved to date.

Curriculum Revision

The Auburn ESAP Curriculum Revision Program (Learning Packets for Individualized Instructions with team teaching) seems to be a highly worthwhile expenditure of ESAP funds in light of program changes achieved. The transition of the instructional program from a traditional self-contained classroom environment to a non-structured, non-graded individualized curriculum utilizing team teaching contributes to alleviating education and desegregation problems that are unique to Auburn. There has been a shift of emphasis from "group" to individual needs with a resulting decrease in social stigmas, educational deficiences, frustrations, failures, objections, and racial discord on the part of pupils. There are a number of other factors that have made the Auburn experience successful to date. A white, liberal, educated majority supports the concepts of the school program and assists in its development while the black minority has been exposed to new cultural, educational opportunities and has tolerated transportation inconveniences.

With regard to team teaching, student and teacher attitudes appear to be positive and this has reinforced the learning situations that utilize the learning packets. In addition, Auburn's community is a typical one for Alabama and as such provides the school system with a favorable climate for changing the curriculum and school program. An ideal environment, with minimal racial tensions, educable students, progressive administrators, dedicated staff, and positive community involvement have enhanced the efforts to restructure the conventional system and curriculum.

ESAP is only one of many federal education assistance programs that Auburn has used in this year of total desegregation. As such, it is only one component in the total curriculum and instruction revisions and innovations taking place. Those positive results coming from the Auburn Program cannot be attributed solely to ESAP. Desegregation compelled the Auburn School System to change; ESAP supplemented the local-state resources that were to be used in this effort.

It is recommended that ESAP continue to play its large, complementary role in the Auburn Curriculum Revision efforts, due to the dire need for education funds in this area. The long-range goal of providing individualized instructions to all students (K-12) in non-graded, non-competitive team teaching situations will be attempted without ESAP assistance, but Auburn's limited resources should be supplemented to ease this educational transition during desegregation.

APPENDIX C

CASE HISTORY OF ESAP IN CHARLOTTE-MECKLENBURG, NORTH CAROLINA

Principal Investigator:	Naomi H. Henderson RMC, Inc.
Other Participating Staff:	Garrett H. Weinberg RMC, Inc.

CHARLOTTE-MECKLENBURG, NORTH CAROLINA

BACKGROUND

Community Description

Since 1960, the Charlotte-Mecklenburg (C-M) school district has been a consolidated city and county system covering 542 square miles. The district ranks 39th in the nation in size with approximately 80,898 (56,551 white and 24,347 black) pupils attending 103 schools. As the largest single employer in the county, the system has about 6,221 employees with more than half that number serving as classroom teachers. Last year's operating budget for the C-M schools was about $52 million with state funds accounting for 58 percent, 6 percent from federal funds, and the remaining 36 percent from local county revenues. The annual current per pupil expenditure is about $663.00. There are 474 regular school buses and 34 special Charlotte City Coach buses transporting 43,500 students daily.

The C-M schools are administered by a Board of Education composed of nine members, all of whom are white, each serving six-year terms. The Board, which has been characterized as conservative, elects its own chairman annually, and the superintendent serves as secretary to the Board.

The combined city and county population totals about 600,000 with more than half of the residents housed in the county. The black population comprises about 29 percent of the residents and the majority of that number reside within the city limits.

Located on the Catawba River, Charlotte is the Carolinas' largest metropolis, and is fast growing as a regional retail and distribution center and as a leader in textile manufacturing. Cloth for America's clothes is spun, woven or knitted in more than 600 textile plants in the area surrounding Charlotte. Per capita income for C-M residents is about $3,500 with a substantial number of residents employed in the textile industry. The bulk of C-M residents could be classified as lower middle class. Also located within the C-M boundaries are three institutions of higher learning: Queens College, the University of North Carolina (Charlotte Branch), and Johnson C. Smith University.

Social, Political, and Racial Context

For many years Charlotte-Mecklenburg has been in the news because of its integration problems not only in the schools but in the community as well. Since Civil War days, Charlotte has been staunchly southern conservative and has begrudged each civil rights advance. In the last seven years, stores, movies, restaurants, and hotels have been integrated and blacks are free to use their services, but many don't feel comfortable in these surroundings. For example, the town's largest department store has two eating facilities: a basement lunch room and a top-floor cafeteria service. Prices in the top-floor cafeteria are only about 15 cents higher per item, but blacks prefer to eat in the basement lunch room and not in the cafeteria. Except for some school functions, attendance at local affairs is almost strictly along racial lines.

Because the roots of the current C-M school desegregation situation have been subjected to intense public scrutiny, a chronology of events from 1960 has been included here:

1960. The county of Mecklenburg and the city of Charlotte merged their school systems and became the Charlotte-Mecklenburg school district.

1962. The first "liberal" administration began. It was characterized as being student-oriented and committed to improving school conditions and educational opportunities for all students. A "Freedom of Choice" plan was in operation throughout the system.

1965. The "Freedom of Choice" plan was combined with geographical assignment and seven all-black schools were closed. The Neighborhood school plan was in effect in most of the system although many children rode school buses because of the size of the school district. Swann et al. filed a court suit charging that steps toward desegregation were inadequate. The District Court upheld the Board of Education and formally adopted a "geographical assignment" plan that resulted in some minimal changes and left some schools all white and some all black.

1968. Swann et al. filed another suit against the C-M school system and stated that the 1965 plan supported segregation.

1969. The District Court had asked for the school board to present plans that ensured that students would attend desegregated schools in C-M. When no plan was presented that the court would accept, the District Court, in February 1969, ordered implementation of a desegregation plan prepared by a court-appointed consultant, Dr. John Finger. The Finger Plan adhered to a 70-30 white-black ratio (close to the county ratio) and included the pairing of inner-city schools with suburban schools. The plan stated that first through fourth graders would be bused to suburban schools while fifth and sixth graders would be bused to inner-city schools. Some junior high students were also bused under the paired or "satellite" plan and others were simply reassigned when the new boundaries for school attendance were drawn using a computer printout based on census tract data.

1970. The school board tried, unsuccessfully, to show that there were inadequate funds for busing students under this plan, but on February 5, 1970, the District Court ordered the C-M schools to use the Finger Plan and stated that the school board had overestimated the number of buses needed. The plan was to be implemented by April 1, 1970, in the elementary schools and by May 4, in the secondary schools. The board asked for a stay because the school year was drawing to a close. The stay was granted and the Board of Education requested an appeal to the U.S. Supreme Court. There was a move to prevent the schools from opening in September 1970, the rationale being that the system should wait for the Supreme Court decision. But a District Court ordered the schools opened and they were--nine days late.

1971. Many C-M residents held out hope that the U.S. Supreme Court decision would strike down the McMillian (judge of the District Court) plan for cross-busing students as "too strong." But, on April 20, 1971, the Supreme Court ruled, in a 9-0 decision, that "busing children out of the neighborhoods is a constitutional--and at times indispensable--method of ridding school systems of the last vestiges of racial segregation." One of the primary reasons for upholding the McMillian decision, the Supreme Court said, was the "total failure" of the C-M school board to come forward with an acceptable plan of its own.

There were many problems in the beginning of the 1970-1971 school year. The first one centered around getting transportation. C-M had too few buses on hand to implement the court-ordered desegregation plan and the county commissioners were reluctant to allot money for new buses until they knew the outcome of the U.S. Supreme Court decision. The state superintendent was able to provide C-M schools with old buses that had been discarded by other North Carolina school districts and several counties donated buses and repair services. At the last minute the county commissioners came up with some funds for buses and repairs, but the maintenance of those buses is still a constant problem to the C-M schools. Many of the parents, both black and white, complained that buses are late picking up their children and that there are numerous delays en route.

Another problem was pupil assignment. It wasn't until the late summer of 1970 that school officials were sure which plan would be implemented. It was decided that principals, with the aid of computer printouts of boundaries, would have to make the pupil assignments for the paired and "satellite" schools. This took more time than was estimated and some schools started late and, when they started, were on staggered bus schedules. For a while, in the early part of the school year, some schools were on a half-day schedule.

School officials anticipated trouble from the community but were unsure what form trouble would take. At the very beginning of the school year there were some boycotts but they were weak and unsupported. The Concerned Parents Association (CPA) adopted a slogan, "No forced busing" and signs and bumper stickers were seen all over town. There were few reported instances of trouble in schools that could be directly attributed to racial causes until February 1971. Prior to that time there had been an unusual number of bomb threats made to schools and several cases of blatant rumors planted but no outbreaks between the races.

The school board election for three new members occurred and three incumbents, all liberal (one black, two whites), were defeated and succeeded by three conservatives, backed by the Concerned Parents Association. To counteract the CPA, the Interested Citizens Association (ICA) was formed, which supported the court-ordered plan. This bi-racial association as well as the Supporters of Public Schools, composed of the wives of 40 of Charlotte-Mecklenburg's most prominent citizens, have supported the actions of the court and tried to ease some of the problems at individual schools.

There are 29 private schools in the county, 11 of which opened in the 1970-1971 school year. Of the two newspapers in Charlotte, one is supportive of the school system, the District judge who ordered the current plan, and the plan itself. The other newspaper is supportive of the system in the educational sense but not supportive of the desegregation issues.

There have been some effects on the system that can be measured during the 1970-1971 school year. Perhaps the most dramatic is that there has been less teacher turnover this year than in any of the previous six years. But, by the same token, teachers are more uneasy this year than in any previous years. They state as problems: increased use of disciplinary tactics to control children; increased range of achievement within individual classes; fear of the opposite race; increase in feelings of insecurity. School administrators state that their greatest problem has been the deliberate planting of rumors and increased bomb threats to schools. They also state that students are more apathetic, less school oriented, and they attribute this to whites as well as blacks. There are few "late buses" and those black and white students who are bused long distances miss out on many after-school activities. It adds up to lack of student participation in many traditional clubs and organizations.

Throughout all of the problems and lack of parent and community support of the busing and the court-ordered desegregation plan, school administrators say that teacher morale has been fairly high and that many teachers are feeling "challenged" for the first time in many years. There have been teachers seeking transfers to "better" schools but there is also an increase in teachers seeking posts in the more "difficult" schools. The school system voluntarily decided, in 1969, to desegregate its faculties on a planned basis. It began with voluntary desegregation and then moved toward a 17-percent ratio depending on the majority race of students at any given school. The court-ordered plan of February 1970 stated that faculties had to be 75-25 percent integrated so Charlotte-Mecklenburg felt it had made a good start in that direction.

Although there had been racial flare-ups in some of the secondary schools earlier in the spring, there were no recorded disturbances directly after the Supreme Court decision. During the last two weeks of school, however, there were disturbances at several secondary schools which seemed to stem from increased tension between races. There were several bottle and rock throwing incidents and one school was closed at 9:15 a.m. because student disorder was widespread.

The school board is now trying to formulate a plan for the coming school year that will make it financially feasible to implement the Supreme Court decision with respect to busing and "to develop a plan that will be more reasonable and work less hardship on the community."

School Desegregation

The following, in summary form, are the requirements of the 1970-1971 desegregation plan for C-M:

- An overall school system student ratio of 71-29 percent (the composition of the school district as a whole) as a starting point for achieving racial balance.
- Busing of 300 additional black high school students from inner-city high schools to predominantly white Independence High School in the suburbs.
- Creation of nine "satellite zones" so that black inner-city junior high students could be transported to the suburbs.

- Pairing of nine inner-city black schools with 24 suburban white schools. (The Board chose to bus the first four grades of black students out to the suburbs and fifth and sixth grade white students into the central city.)
- Integration of faculties on a 75-25 percent basis.

There were 30,306 students reassigned under the court-ordered desegregation plan.

ESAP Project Summary

Table C-1

ESAP BUDGET SUMMARY

RMC Activity Category	LEA Activity	Budget	Disbursed as of 4/21/71
Personal Community Activity	Community Aides	$368,223	$131,091
Non-Personal Community Activity	Information Center	37,276	14,026
Ethnic Classes and Materials	Curriculum Revision	24,240	1,719
Teacher Training	In-Service Workshops	42,000	3,443
Teacher Aide and Support Personnel	Teacher Aides	76,283	6,149
	Coordinators	28,078	1,961
Facilities Improvement	Mobile Units	80,000	76,359
Comprehensive Planning	Community Study	50,000	0
Administrative Personnel	Central Office Personnel	2,000	0
TOTAL		$708,100	$234,747

In the fall of 1970, the C-M schools set the following goals for the 1970-71 ESA project:

(1) improvement of teacher and school effectiveness through the use of:

- school-community aides,
- in-school aides,
- in-service workshops, and
- volunteer coordinators;

(2) provision of transportation for pupils assigned to schools distant from their homes;

(3) provision of mobile classrooms to relieve overcrowding at some schools;

(4) employment of consultants to seek long-range stable solutions to racial isolation (Community Study);

(5) provision of valid information about the schools to the public and a central place where the public can register dissatisfaction and complaints; and

(6) additional personnel at the central office for payroll and accounting services.

The total funds requested were $917,500 to achieve these goals. School administrators felt that the provision of transportation was the most pressing problem but it was not permissible to seek funds for this task under ESA guidelines. After OE review of the C-M application, the funds for transportation were cut and there was some reduction of funds in the other areas. By the time the proposal was accepted in late October 1970, the funds had been reduced to $708,100.

As Table C-1 shows, only about $234,000 or approximately 31 percent of the funds had been spent by late April 1971. Administrators attribute part of the delay to the objection of school board members to the community study and to experiencing difficulty in funding classroom teacher replacement for teachers who had been chosen to act as inservice coordinators. Additionally, some of the teacher preparation funds were to be spent during the summer of 1971 in workshops emphasizing team-teaching concepts and multi-cultural studies. Consequently, when on-site evaluation efforts by RMC began, many of the ESAP activities had just begun within the previous 6 to 8 weeks. The exception was the Community Information Center and the hiring of some teacher aides.

Bi-Racial Advisory Committee

This committee has 18 members representing almost all of the community groups in the area, from the most militant black group to the conservative white parents association. Nine members are white and nine are black, and the group has a white chairwoman from the League of Women Voters. The committee began meeting in early January, and has been meeting monthly or bi-monthly since then. There has been fairly good attendance at the meetings but the same participants are not always present.

The committee has requested that different facets of the ESA project be reported on so that they may see how the project is operating. Committee members have visited many of the schools where ESA programs are in operation. The committee sees its main goal as keeping itself informed so that when future ESA proposals are written they can make meaningful inputs and recommendations about the needs of the C-M schools. Currently, the committee is working on a brief evaluation of the ESA projects in the C-M schools based on its observations and progress reports.

Below is a list of ESAP Advisory Committee members and their affiliations.

ESAP ADVISORY COMMITTEE

Name	Affiliation
Mrs. Joe Brown, Jr.	Parent
Mrs. Annie Lee Byrd	ESEA Title I Advisory Committee
Rev. Bryant E. Clancy	Ministerial Association
Mrs. Martin Doherty	Fair Housing Association
Mrs. Edna Gaston	Westside Center Policy Advisory Committee
Mrs. Annie Graham	Model Neighborhood Advisory
Mrs. William S. Horton	Parent
Miss Ruby Huey	Model City Resident Council
Mrs. Olsen Huff	League of Women Voters
Mrs. Delores Hyatt	Headstart Advisory Committee
Mr. William McCombs	Concerned Black Citizens
Mr. Ernest McCoy	Model Neighborhood Agent
Rev. C. E. Quick	Black Solidarity Committee
Mr. Tommie Robbins	Eastside Center Policy Advisory Committee
Mrs. Harry Swimmer	Parent
Mrs. Nancy Kiefer	Interested Citizens Association
Mr. Jack White	Concerned Parents Association
Mrs. Kitty Hoffman	National Conference of Christians and Jews

Community Aides

Context and Activity Design

The C-M school system's solution to school desegregation by cross-busing was a drastic one for a community that had resisted all previous integration attempts. The project director commented that he and several central office administrators had predicted, prior to the opening of school, that busing students long distances was going to cause a new sort of problem for teachers and students. Several respondents, including teachers and principals, characterized the type of problem as "alienation"; strange children from the teachers' point of view (different race, different culture, different expectations) and from the student viewpoint, attendance at a school that had no link to previous school experiences.

The school system felt that the physical and psychological separation from the school on the part of the parents and pupils could be closed through the use of aides to link the satellite school to the community from which its students come. The aides were to be used to interpret school activities and programs to parents, to help teachers understand the needs of the distant community children, and to facilitate the bus ride to and from the paired schools.

It was hoped that aides could be hired as quickly as possible to facilitate the solution of problems within the paired schools. Principals were to make selections and forward them to the central office for approval. An effort was to be made to hire both black and white aides.

Activity Process

Although the plan was to hire aides immediately after ESA funds became available, this was not possible. Part of the problem stemmed from the fact that there are 103 schools in Charlotte-Mecklenburg, and, since principals were to make recommendations and forward them to the central office, a great deal of coordination was required. The coordinators of the project were not hired until early spring 1971, and aides were employed in the schools before that only if a principal already had someone available. By April, 75 white and 52 black aides had been hired.

The problems some schools had with bus schedules and class assignments was another cause for delay. Teachers were reluctant to take on responsibility for directing the work of an aide when their primary duty, teaching students, was in a state of chaos.

Aides were recruited by three methods: TV and radio spot announcements, principal request, and word of mouth. There were three classifications of aide services:

- in-school aides (traditional teacher aides, bus drivers),[1]
- community aides (liaison with the community where most students in a given school lived), and
- volunteer aides (generally clerical or tutorial non-paid staff).

Aides were not given specific training as a part of their job but applicants were screened with an eye to hiring those with previous or related experience. During the spring, workshops were held for some aides to improve skills and provide a forum for discussion of problems and ideas.

As a result of the decision to have aides in the schools, two new posts were created in the central office: Coordinator of Volunteers and Inservice Coordinators, one for elementary schools and one for secondary schools. Within the schools there was an increase in community people working in the schools as teachers aides, clerical staff, and general support staff. Inservice Coordinators commented that now students are able to get individual help and volunteers relieved school staff of duties that were not directly related to education.

Outputs

As can be expected in a first-year program like ESA, there were no dramatic changes in attitudes but there was an increased awareness on the part of community residents who worked in schools of the problems of the teachers and the difficulties that education presents today. Teachers were able to understand a little better the environment that characterized the life styles of many of their students and able to interact a little more knowledgeably with parents and problems. Through workshops and seminars, aides and volunteers were able to learn new skills that were useful in the classroom and in the school. One by-product of this activity was the inception of a formal training session at Piedmont Central College for volunteer parents who want special skills to deal with children with limited or special learning abilities (e.g., handicapped, EMR, TMR, etc.).

To date, with the assistance of ESA funds, there has been a successful effort to coordinate all volunteer services in the C-M area into a unified program. Twenty coordinators of volunteers have been employed in 28 elementary schools and it is their responsibility to recruit volunteers and follow up their services in each respective school. As the school year draws to a close, over 4,000 volunteers will have participated, primarily at the elementary school level, in the volunteer program. As a token of the work the volunteers performed this year, each volunteer will receive a certificate signed by the Superintendent and the Chairman of the School Board.

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[1] Beginning in March/April 1971, OE granted the C-M schools permission to pay those drivers who stayed at a school during the day between a.m. and p.m. bus runs. These individuals performed aide duties at principal or teacher request.

Information Center

Context and Activity Design

The system felt that the situation in C-M warranted a staff to handle calls from the public and an official channel for the public to gain accurate information.

These two activities centered around keeping the community and schools informed about school activities in general and had as a by-product the release of accurate information about how well the desegregation activities were proceeding.

The plan outlined at the beginning of the school year was amplified with the coming of ESA funds. Originally, special teachers who, as yet, had no regular class assignments (arts, music, physical education, etc.) because of new pupil assignments, manned telephones at the central office informing parents where their children would be assigned and where buses would pick up students. They also followed up rumors and checked out reported incidents. Some parents, from various community groups, also volunteered during the early part of the first school month to help out at the central office with telephones and new information services.

By the time ESA funds were allocated, the Information Center was allocated a full-time staff of two (one black and one white) and a full-time secretary. There was no formal plan written at the time ESA funds became available but there were a series of discussions between the Information Center staff and their coordinator, the Assistant Superintendent of Schools. From these discussions evolved a set of purposes which were as follows:

- to serve as a clearinghouse for inquiries from parents, school personnel, and interested citizens;
- to provide answers to questions relating to school law, school policies, and regulations;
- to separate fact from rumor;
- to classify calls and determine the areas of widespread interest or concern within the community;
- to give publicity to matters in question if the situation is appropriate;

- to provide follow-up to determine if certain reported deficiencies in the schools need to be remedied;
- to maintain direct contact with the office of the superintendent and other staff members to ensure accuracy and attention to detail; and
- to prepare printed materials such as brochures, bulletins, and newsletters for distribution.

Additionally, the Information Center planned to produce news releases, informational materials (e.g., manual of directions to be used in locating schools), and various periodical publications.

Activity Process

By November 1970, a staff was hired and consisted of a male (white) and a female (black) and a full-time secretary. The secretary's duties originally did not include working directly in the capacity of "information officer" but as the activities progressed, it seemed evident that the two-person staff could not handle all the calls and requests that were coming in. In effect then, there was a three-man staff providing services. The staff, at one time or another, has fulfilled all the purposes outlined above.

The center was open from 7:30 a.m. to 5:00 p.m., Monday through Friday. A report of every call was made on a daily log indicating the nature of the call and the follow-up action taken. The log was prepared and distributed daily to members of the executive staff for review and there were periodic meetings to analyze and discuss the type of calls and ways to improve service and review the areas where the community expresses interest and concern.

The staff members also made personal visits to schools to give or collect information and served as the agent through which schools sought aid when trouble arose within a given school.

Work on this activity had begun before ESA funds were available and were simply continued when the funds arrived. The only difference was that a full-time, paid staff was made available through ESA funds.

Outputs

As the community and school personnel became aware of the services that were available to them, the Information Center became known as a dependable source of information. Center staff learned not to react to situations with a "crisis complex" but to be calm and get information recorded quickly and find out the exact nature of the problem or request. The center quickly gained the reputation of a place to get fast, accurate information. Parents found the center a great aid in finding out why buses were late picking up or returning students and in quelling false rumors. As the 1970-1971 school year was drawing to a close, there was a slight increase in the number of students calling for information.

Early in 1971, the Information Center published a brief report of calls it had received from December 7 through January 22, 1971. Following is a summary of those calls.

Type of Call	Number of Calls
General Information[1]	556
Bus Problems[2]	109
General Complaints[3]	102
Incidents[4]	12
TOTAL	779

Curriculum Revision

Context and Activity Design

Prior to the ESAP grant to C-M, there were early discussions by central administration staff about the needs of students in the C-M schools. Newly desegregated schools would bring together many students who had never worked with students of another race. School officials felt that materials should be made available for

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1. Curriculum offerings and requirements, school calendar, pupil transfers, meetings of school board, directions to a specific school, accreditation, pupil assignment, adult education classes, salary schedules, white-black ratios, transcript requests, and enrollment statistics.

2. Late buses, crowded buses, old buses, and behavior on buses.

3. Lunch program changes, inadequate medical facilities at the schools, length of school day, improvement of school surroundings, textbooks, crosswalk for students, student-teacher relationships, letter jackets for athletes, students not attending school assigned, and opening school doors early.

4. Intimidations and fights.

students to learn more about different cultures while they were having similar experiences.

Additionally, when system personnel applied for ESA funds in this area it was felt that teachers in the C-M schools had a need for concrete skills to teach children with different values and backgrounds than those to which they had previously been accustomed. It was felt that the best way to help teachers would be through inservice programs and the collection of a variety of materials for teachers to use.

Activity Process

In essence, however, this portion of the ESA funds was not pure curriculum revision. As it turned out, the person employed with ESA funds (Inservice Coordinator) was not hired until the spring of 1970 because she was a classroom teacher and a replacement for her had to be found before the principal would release her. As a result of this late start and the lack of clear goals and objectives, the Inservice Coordinator has concentrated mainly on the review and evaluation of materials for use by teachers at the secondary level (primarily seventh grade social studies teachers). Through a series of workshops at several junior high schools (to which all seventh grade teachers were invited), the coordinator has helped teachers become sensitized to their own problems of dealing with a variety of learning problems. Through discussions and the use of new materials, the coordinator feels that she has helped dispel some myths about Africa and helped white and black teachers overcome rejection of black students. She also believes she has helped teachers begin to have realistic expectations about the children they are working with this year.

The coordinator has also been supplying supplementary materials at teacher request and when teachers indicate they are having trouble meeting individual children's needs, the coordinator has been helping them to group children more effectively.

Outputs

When asked about the changes in teachers as a result of her work, the coordinator commented that since the teachers have become aware of the benefits of the "inquiry method" of teaching, there has been a difference in the way materials about minority groups and other countries are presented to students. There were some teachers who were reluctant to participate in the "sensitivity sessions" and a number who were openly hostile, but as the sessions continued, these teachers became more involved and their behavior included more participation.

To date, this coordinator has kept files on materials that are useful to teachers in the file of social studies and complete units of work on a variety of areas. There is also on file a write-up of each workshop that has been given.

Since the plans for this year began so late and were ill-defined, there was not much in the way of true curriculum revision.[1] There may be some plans underway next year for more curriculum revision in the area of minority studies.

Inservice Workshops

Context and Activity Design

The C-M proposal writers knew that their goal of integrating every school on a 75-25 white-black teacher ratio would mean a drastic change for many teachers. Teachers would need new skills to cope with a wider range of abilities in individual classrooms and a difference in the learning style of new students. C-M school officials felt that many teachers could be helped through attendance at inservice workshops.

Therefore, the other Inservice Coordinator, hired under ESA, began work in February 1971, and has been concentrating on a series of workshops centering around the "Cluster Team Teaching" approach--a variation of the open classroom concept.

Goals were not clearly outlined at the onset of this position but there were a series of discussions with the elementary coordinator about the fact that several new schools were being built that would incorporate the open classroom (no stationary walls) concept and teachers would need to have new skills to work in that environment.

Activity Process

In C-M, 24 schools had teachers who participated in the workshop series, primarily at the elementary level. The workshops were held after school and teachers were able to get credit toward renewal of certificates.

Teachers were somewhat hesitant about the philosophy of the open classroom; however, through lectures and field trips the coordinator and consultants were able to encourage teachers by demonstrating many of the concepts that the teachers would actually be using. The remainder of the workshops were concentrated in those schools where teachers will be working in the new buildings. Participants discussed how to plan, arrange, and teach in an environment where two to six teachers would all be working in the same physical space with up to 100 students.

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[1] This activity, when reviewed at the year's end, might better be classified under "teacher training" because of the heavy use of in-service workshops.

Two of the new schools were due to open in the late spring, and it was hoped that those teachers in the workshop program could begin using the new techniques. However, bad weather and construction delays have caused the opening of these schools to be delayed until nearly the close of the school year.

Outputs

To date, none of the teachers have been able to use their new skills. It is hoped that in the fall of 1971 those two new schools will incorporate what was learned this year. The Inservice Coordinator plans to be on hand when the schools do open to offer aid and support to teachers and then facilitate the smooth operation of the "Cluster Team Teaching" approach. During the summer of 1971 there will be a two-week workshop in this concept for the C-M teachers.

When asked what skills teachers learned from the workshop experiences, the coordinator listed the following:

- teachers are able to plan more effectively,
- teachers have more alternatives to choose from besides textbooks for presenting information to students,
- teachers are able to schedule activities more effectively, and
- teachers are not so isolated within a school but are able to work together and use each other as resources.

An unexpected result of the workshops was the discovery that all teachers are not able to work in teams. It must be recognized that some teachers work better alone and should not be forced to participate in team activities. Teachers themselves expressed the fact that they had to learn how to share and how to listen because they were used to working alone. One teacher commented that as a result of the workshops she was able for the first time to be on a first-name basis with staff who had been working in the same building with her for over six years.

There was no change in the curriculum offered to elementary school students this year as a result of these workshops, but there may be some changes next year in the math, social studies, and language arts areas as the cluster concept gets underway.

Teacher Aides

The C-M system employed aides paid by ESA in two categories: community aides who formed a link between school and community, and in-school aides who were assigned to a school for a full day and whose work included clerical and office duties (receptionists, attendance clerks, book room clerks, health room assistants, library aides, etc.). After talking to several in-school aides employed in a number of different elementary schools, it became clear that although many of them did occasionally work with teachers and students on an individual basis (small groups for reading, individual tutoring, etc.), their primary tasks were those of school support staff, not individual teacher aides.

On the other hand, those individuals who participated as volunteers, through the efforts of the coordinator of volunteers in a given school community, were much more likely to be assigned (at the discretion of the principal) to a classroom or set of classrooms as a teacher's aide--helping individual children, helping a teacher with non-teaching tasks (e.g., making copies of worksheets, keeping attendance and grade records, handling discipline problems, etc.).

In some schools the use of aides began early in the school year and sped up rapidly with the increase of ESA funds. However, not every school was fortunate enough to have a coordinator of volunteers or a ready source of interested community people available to work as aides. In some cases the principals felt that seeking aides or volunteers for the school was not of sufficient high priority to warrant the inconvenience; other problems were simply more pressing.

Mobile Units, Additional Central Office Staff, Community Study

Because many elementary schools were paired this school year and there was an increase in busing, some schools (which were already near capacity) were forced to accept additional students. To meet the space needs for those schools, it was agreed that several mobile units be purchased to relieve overcrowding. Bids for the units were solicited from several dealers and, for the $80,000 allotted in the budget, the C-M schools were able to purchase eight new mobile units for use at elementary schools. Most of the units were in place by the early spring of 1971.

To cover the cost of additional payroll, auditing and accounting duties, money was allocated in the ESA budget and disbursed for these purposes.

Also in the budget was a $50,000 allocation for an outside evaluation study of the C-M system to find a "long-range, stable solution to the problem of racial isolation." The C-M school board persuaded Central Office staff to postpone work on this study until the U.S. Supreme Court had reached a decision. Now that the U.S. Supreme Court has upheld the district court desegregation plan, the school board is trying to convince administrators to abandon the study until a later time. The system is considering negotiations with their OE Regional Office to reallocate those funds as well as extend the time period beyond that stated in the grant.

CONCLUSIONS

Community Aides

The type and variety of aides in the C-M schools is itself an unusual feature of the program. They have made use of in-school aides, school community aides, and volunteer aides. In a sense there is more staff differentiation at the aide level than there is at the teacher level! Nevertheless, this use of aides with different responsibilities has proved, at least in the C-M schools, to be of great value. Aides served in many roles, not only as support staff in the classroom or school, but also as sources of information about how well desegregation and education were progressing in their individual school arenas.

This program was not an extension of an existing project but an entirely new one for C-M, conceived when ESA funds became available. A coordinator commented that the role of aides in the school covered four areas:

- build a positive self-image in students,
- provide extra help to children with learning difficulties,
- provide individual attention to students, and
- ease racial differences--socially and educationally.

The coordinator felt that at year's end, the aides had been able to accomplish all four areas with a high degree of confidence and that many asked to be able to return next year to carry on the work they had begun.

Information Center

This activity was viewed by many respondents as the most effective activity under ESA. Although a continuation of an existing program, ESA funding made the activity into a smooth functioning, dependable unit able to solve school and school-related problems rapidly and effectively. From files kept by the Information Center, one can readily see the use made of their services by all sectors of the C-M community, both black and white. It is our feeling that this was a most worthwhile and effective use of funds and one which could bear replication in many other ESA sites. By year's end, even the school board was calling on their services. While not aiding education in a very direct way, its role in desegregation was the outstanding feature. Without this service it is possible that C-M schools would have had many more problems than those that actually beset the system.

Curriculum Revision

There was no true curriculum revision in the C-M school system paid for by ESA funding. There was some evaluation of materials, and teachers were able to receive additional materials on different cultures, but there was no true restructuring of curriculum. Part of the lack of true curriculum revision was due to the late hiring of a person for this task and the limited service that that person was able to provide (in the way of workshops) to school personnel. If it is possible for C-M schools to receive an extension of this year's grant, implementation of curriculum revision may be possible during the 1971-1972 school year.

Inservice Workshops

Teachers who participated in the "Cluster Concept Workshops" received credit towards renewal of certificates and felt that they learned skills that will be useful to them in teaching. However, because those teachers who will be working in the "Cluster Concept" classroom will not start until the fall of 1971, their comments are projections of what they believe will happen to them, not an assessment of what has happened to date. They believed that the workshops were instructive and provided a chance for staff (both black and white) in the same school to work together on constructive projects.

In-School Aides

As was mentioned earlier, there were three types of aides: school-community aides, volunteer aides, and in-school aides. This latter group, although working with students for part of the time, was primarily seen as support staff to the school and performed clerical and office duties outside the classroom. Principals saw them as an invaluable service in the office and health rooms because of the overwhelming duties that a school incurred when it took on extra students and bused students from communities far removed from the school.

Teachers believed that the presence of all kinds of aides in the school made students feel better and gave them additional adults to talk with when problems arose. Teachers commented that the use of aides sometimes permitted them to provide special help to students that had not been possible in the past. Other teachers commented that having an aide meant more planning and sometimes more trouble if the aide was not sufficiently extroverted to see for herself what tasks needed to be done. For the most part, teachers would prefer that aides in the classroom next school year have increased training and prescribed duties.

General

A program as broad as the Emergency School Assistance Program has many goals. The majority of the goals, by design, are short-range--meant to be achieved within the period stipulated by the grant. Some goals have been set with an eye to solving some of the school system's existing problems and expected problems. Such was the case with the Charlotte-Mecklenburg ESA program. As can be expected, the most noticeable effects and results were seen in the short-range activities. The assistant to the superintendent stated: "In my opinion, the work of the staff in the Information Center was one of the most outstanding features of our ESA project." The superintendent believed that the aide program was the one most seen and appreciated by the community residents and helped the school to understand the community and provided a link from the community in school affairs. Teachers were most familiar with the aide portion of the ESA project and commented that no matter who paid for the aides, they were, for the most part, a needed service in all of the C-M schools. The other major ESA activities, curriculum revision and inservice workshops, began so late in the school year that their effects will not be realized this school year.

The role of the ESA project in Charlotte-Mecklenburg seems to have some effect on the desegregation process, especially in the community information program and in the aide program. Attitudes about desegregation were not measured but comments from administrators, teachers, parents, and aides indicate that what was expected to be an extremely difficult year in race relations in the public schools turned out to be not as bad as everyone had expected. Some of the reasons for improved feelings about desegregation can be attributed to ESA activities. The Information Center served as a rumor control board and disseminator of accurate information, and aides and volunteers in the schools served as translators to the community of the status of equal educational opportunity.

The educational effects of the ESA program are somewhat more difficult to measure. Teachers commented that aides in the classroom permitted them to individualize instruction more efficiently and spend more time with the slow learners. Inservice Coordinators stated "workshops for teachers give them additional skills they will need to work with a more diverse group of learners." For obvious reasons, none of the ESA grantees made formal research studies to measure the educational effects of ESA on their respective student populations. In the C-M area, however, there were comments that, in the long run, monies like those granted through ESA will have an effect on the quality of education that students receive.

RECOMMENDATIONS

- Because many ESAP activities began so late in the school year, the Charlotte-Mecklenburg system should be allowed to extend the time of this year's grant to fulfill the goals it has stated.
- The activities described in this report are, for the most part, effectively improving the desegregation and/or the education process and the C-M schools should be a candidate for future funding under ESAP.
- The system should carry out its original plan to have a study made of the school system by outside consultants and use the results of that study to better plan for a cohesive, efficient unitary system.
- Because the Information Center served the C-M community in a positive way, the system should expand the staff of the Information Center and continue to provide the community with positive information regularly about all the schools in the system as well as become the pulse that can be tapped when the community wishes specific information about the schools or its participants.
- The Advisory Committee should be included in all future planning sessions about ESAP and should be considered a working committee which assesses individual community and school needs and reports back to administrators those needs for inclusion in future proposals.
- The C-M school system should prepare a handbook describing the methods and techniques used in the community Information Center for use by other communities. Information should be given on how to set up a center and how to maintain one, with emphasis on qualifications for staffing and techniques of problem solving.
- Handbooks on the effective use of aides could also be of benefit to other communities. Of special interest to many would be the use of coordinators of volunteers and methods of providing dependable volunteers for school programs.
- Should additional funds become available for the C-M system, they could be employed in the following areas:

(a) Increased pupil personnel staff at secondary schools to ease the load on principals in the areas of discipline and counseling.

(b) Extensive training programs for all types of aides and support staff employed in schools.

(c) Regular inservice workshops for all teachers in human relations and methods of teaching in classrooms with diverse student needs.

(d) More curriculum revision staff personnel for elementary and secondary schools to survey existing materials and produce new materials geared to the needs of students from multi-cultural backgrounds.

(e) More thought given to self-evaluation of ESA programs and activities. Perhaps USOE could prepare some concrete guidelines in this area, but nevertheless, individual school districts should plan for more evaluation of program effects on desegregation and education.

(f) Activity and project goals were not clearly disseminated to project participants. Although goals had been fairly clearly stated in the proposal, they were not communicated to staff members in a way that improved implementation.

APPENDIX D

CASE HISTORY OF ESAP IN DORCHESTER, MARYLAND

Principal Investigator:	Barbara J. A. Gordon, Ed.D. Consultant
Other Participating Staff:	Carlos F. Montoulieu RMC, Inc.

DORCHESTER COUNTY, MARYLAND

BACKGROUND

Community Description

Dorchester County is located in the Eastern Shore area of the State of Maryland, its main city (and county seat) is Cambridge. Dorchester County contains 594 square miles of land area and 108 square miles of water area. It is the fourth largest county, in area, in Maryland and ranks as the largest county on the eastern, Del-Mar-Va, Peninsula.

Dorchester County, unlike many other areas of Maryland, has had a relatively stable population since 1900. Its gain between 1950 and 1960, for example, was less than 1 percent. The density of population in this county in 1960 was 50 persons per square mile while the Maryland average at that time was 314 people per square mile. The county population in 1960 was 29,660 people giving it a rank of 15th among the 23 counties in Maryland.

A forecast of Dorchester County population completed by the Maryland State Department of Health in 1966 predicted the following population:

Year	Persons
1967	31,320
1970	31,740
1985	36,500

Preliminary figures for the 1970 Census now indicate the county population to be 28,741 persons. This represents an actual loss instead of gain, but does not alter the county's relative population rank in the State. Most of this population is located in the city of Cambridge and in northeastern Dorchester County.

Much of the land area in Dorchester County is used for agriculture, and the county's position on the Chesapeake Bay makes fishing one of the major occupations also.

The Bureau of the Census report for 1967 indicates that employment in Dorchester industry is highest in the food product areas (see Table D-1).

Table D-1

NUMBER OF EMPLOYEES IN MAJOR INDUSTRIAL ESTABLISHMENTS IN DORCHESTER COUNTY, 1967[1]

Industry	Number of Employees
Food and Related Products	1,281
Retail Trade	1,026
Apparel and Related Products	720
Services	561
Fabricated Metal Products	527
Contract Construction	506
Transportation and Public Utilities	406
Wholesale Trade	300
Miscellaneous	1,179
	6,506

The black population of Dorchester County is approximately one-third of the total county population. Cambridge is the area of the county which has the highest proportion of black people. There are no other major groupings of population; for example, fewer than one percent are foreign born. The birth rate in Dorchester County has been lower than forecasts by the State and there has been very little immigration into the county.

Usual descriptions of the socio-economic level for this county, label it "upper-lower class" or "lower-middle" class. The 1960 Census figures indicate the relationship of the county to state and nation:

Area	Median Family Income
United States	$5,620
Maryland	$6,309
Dorchester County	$3,845

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[1] U.S. Bureau of the Census, County Business Patterns, March 1967, pp. 39-40.

Schools

The Dorchester County Schools had an enrollment of 6,477 students as of January 1971, when nearly all of the ESA Programs had begun operating. The number of teachers in the schools in 1970-71 was 318, of which 35 percent are black. The teacher-pupil ratio is approximately 1 to 20, which includes several smaller schools in outlying area which tend to have smaller multi-grade classes. The school population of Dorchester has been constant at approximately 6500 for the past decade.

The Dorchester School system is composed of 21 schools which range in enrollment from 18 students to 1,005 students. The specific range in the elementary schools is 18 to 624 students. For the secondary schools, the range is from 214 to 1,005 students. The main concentration of schools is in the Cambridge area with the remainder being spread out over this large county.

The school budget for this LEA has nearly doubled in the past eight years; i.e., the total budget for the 1963-64 school year was $2,432,100 and the expected expenditures for 1970-71 are approximately $4,600,000. The cost per pupil was approximately $713 in 1970-71, which is less than the national average of $783 and the Maryland average of $882. Breaking down the total cost per pupil in Dorchester County shows that 67 percent is allocated to teaching 3 percent to administration and zero to capital outlay.

Federal Programs

The county schools are participants in many federal programs. A tabulation for the fiscal year ending June 30, 1970 showed 25 programs over a wide range of project areas. Of the $630,498 total, the largest single program was $262,316 for kindergartens.

There have been some changes in federal programs in Dorchester County Schools during the current school year. That the largest federal program last year was preschool education under Title I, ESEA, is especially important to be aware of when working on ESA Program evaluation. Studies such as the Coleman Study have clearly documented the fact that disadvantaged children are more likely to be from minority groups and in Dorchester County, as elsewhere, minority group children have been long affected by school segregation. In recognition of this fact, the previous Title I program had been a kindergarten for disadvantaged children. Dorchester County had been one of the few Maryland counties without a district-supported kindergarten program. The decision by the county to make kindergarten available to all Dorchester children beginning in 1970-71 opened other possibilities for use of federal monies.

It was decided to use Title I monies of $270,000 in 1970-71 to establish auxiliary services with the main emphasis at the kindergarten, grade 1 and 2 level. Thirteen hundred children are receiving these services at four Title I schools:

- Aides for each kindergarten, 1st and 2nd grade teacher;
- Librarians, some psychological services, library books, audio-visual materials and equipment as well as 2 nurses, 2 social workers, and some medical and dental service;
- Food supplements for kindergarten children;
- Services of a consultant team for reading.

Background of ESAP Program Plans

But the main addition to the federal funding picture in Dorchester County this year has been through ESAP. The monies received under this program are far greater than other additional monies received this year under other federal programs.

Dorchester County Schools Federal Advisory Committee meeting notes indicate that the ESA Program ideas went through several revisions prior to being actually funded. In fact, the final grant of $74,500 was obtained after making successive applications for $8 million, $743,850. This initial grant provided these services and supplies.

15 teaching aides for elementary grades
2 elementary guidance aides
2 secondary guidance aides
Instructional workshop consultant
Speech workshop
New approaches in teaching workshop
Desegregation research and literature

Later on more monies become available and the program was further altered. For a description of the final program see ESAP Project Summary section.

The purpose of the ESA Program which was funded as stated in the application was to attack "problems created by desegregation and present (problems) due to segregation via varied channels." The problems were described as poor communication, poor education, attitudes which have impeded progress, and lack of knowledge of how to implement desegregation and work toward integration.

Vandalism - Disruptive Behavior

There is no indication that vandalism or disruptive incidents are extreme in the Dorchester County Schools. It is possible to even suggest that such incidents are at least average or below. The suspension rate for students seems to be high; however, reasons for suspension tend to be for lack of interest in school, absenteeism, failure to do academic work and minor behavior problems rather than severe school disruption. A survey made by Baltimore City Schools[1] summarizing the Cost of Vandalism in 16 districts in Maryland indicates that Dorchester County was the only one not having enough data to indicate this cost on a per-pupil basis. In an item on restitution for vandalism, Dorchester reported $.01 per pupil, for 1968-69 or $65.68 in total. It would seem that if this problem was of consequence in this system, data would be available. When discussing this problem with various school representatives, it seemed to be insignificant.

Special Needs and Problems of the LEA

The Dorchester County Schools have operated under a policy of fiscal conservatism, because the administrators of the system have felt that they have to do this to gain public support. The superintendent states that "Dorchester County is an impacted community and the tax rate is $2.84 per $100 for the next fiscal year. This is by far the highest rate on the Eastern Shore and I will list a few counties for comparison; namely, Wicomico--$2.08; Worcester--$2.00." State programs which were meant to help give all children of Maryland an "equal opportunity" in education somehow do not end up helping Dorchester. For example, the recent takeover by the State of Maryland of all capital expenditures gave hope to counties such as Dorchester, which are badly in need of buildings. However, when the money was allocated, Dorchester got a small amount for a planning grant only despite requests for sizeable building funds.

The industry which is attracted into Dorchester County comes in under a "Tax Relief" plan and hence possibly costs the school more than it adds in school tax dollars. The superintendent presented figures to the County Commissioners indicating that Dorchester County had the highest exemptions on the Eastern Shore of Maryland (17 million dollars or 15.8 percent of the tax base is exempt from taxes compared to a range for other Eastern Shore Counties of from 0 percent to 14.3 percent). In the 1970/1971 Budget Message, the superintendent indicated, "As responsibilities increase and become more diversified, school administrators have to try to search for the best method of education and consider both efficiency and economy.....Dorchester is now using less money for construction than any other county on the Eastern Shore. By any financial comparison, Dorchester can illustrate sensible economy plus efficiency. No other county on the Eastern Shore can talk in terms of $713.00 per pupil for 1970/1971.[2]

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[1] Dr. O. F. Furno, Researcher, Expenditures per Weighted Pupil Units for Selected Great Cities and Maryland Counties; Baltimore City Public Schools, Division of Research and Development, Bureau of Records and Statistics, February 10, 1970.

[2] Board of Education, Budget Message 1970-71, Dorchester County, Maryland, p.3.

One of Dorchester County's big problems is inadequate school facilities. Another problem is relevancy of the curriculum. This was observed by RMC in their visits and discussions and has been documented by The Community Development Plan and Program for Cambridge, Maryland[1] and the Wynn report.[2] Dorchester's inadequate school facilities are manifested in overcrowding in about one-fourth of the buildings, many buildings that are too small to support adequate school staff facilities such as as media centers or cafeterias, and buildings that are potential safety and health hazards. Five schools housing approximately 1050 elementary children in Dorchester were found to be of construction which is not fire-resistant--East New Market, Hudson, Academy, Taylors Island, and Hurlock Intermediate.

The educational program in the Dorchester Schools is described as being underdeveloped by some evaluators, as not meeting the needs of the students being served by others, and as lacking in several important programs by still other evaluators.

Wynn[3] indicated that "one is struck by the underdevelopment of many types of educational programs in Dorchester County that are normally found in more adequate development in other school systems." He cites several examples among which are the following:

- "Vocational, technical, and industrial education are seriously underdeveloped in Dorchester County. This circumstance is also particularly serious in a community with a high percentage of unemployment.
- Guidance and counseling services are inadequate in all of the secondary school units and are virtually nonexistent in the elementary schools of the county.
- The inadequate scope of special education programs in Dorchester County is very evident."

In the Cambridge Community survey taken for the development of a community plan,[4] the interviews of residents of Cambridge revealed concern about several areas of the school system. The major concern was with the lack of a vocational education program. "Modern vocational education is a far cry from the woodworking concepts of a generation ago....Vocational education is not a 'frill,' it is a key element in the community's program to develop its full economic and social potential." The other main concern of people in the Cambridge community was that several aspects of the educational program needed to be improved or could be made more innovative.

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[1] Marcou, O'Leary and Associates, Community Development Plan and Program, Cambridge, Maryland, Washington, D. C., March 1970.

[2] Wynn, Richard, Report of a Study of Reorganization of Dorchester County Schools, Pittsburgh, Pennsylvania, September, 1968.

[3] Ibid. pp. 37-38.

[4] Marcou, O'Leary Cambridge Plan, pp. 109-110.

Both of these evaluations were based on data collected just prior to desegregation of the Dorchester Schools; therefore, both of the evaluations noted the dissapointment of many persons in the lack of real racial integration. Both studies indicated the failure of the "freedom of choice" plan to achieve any significant school desegration.

Although Dorchester County still faces many problems in making their educational program serve the needs of all students in the county, there is evidence of a definite movement in that direction. Wynn pointed out the lack of kindergartens in Dorchester when other areas of the county and the State were considering public pre-kindergarten programs; however, beginning in September, 1970 a kindergarten program was instituted for all children in the county. Observation indicates that when the kindergarten program was instituted in Dorchester it was well-planned and that the teachers and aides in the program have been part of a well-received in-service education program. Also, most of the people interviewed in the school system about school desegregation felt that the process had gone "much better than they had ever expected it would."

Federal funds have been utilized to help improve the school curriculum in Dorchester in the past few years. Some of these funds help the children in the primary grades become more proficient in the basic skills and develop a better self-image. Other funds have helped Dorchester establish libraries in some of the primary and intermediate schools and have helped enrich the collections in established libraries. Unfortunately, funds which would have provided badly needed help in the areas of innovation, supplementary centers, special education, and drop-out prevention were not received by the county. Most of these programs are competitive and monies allocated to the State were used for programs in other school systems.

One of the main disappointments to school administrators during the past academic year was the failure of passage of an enabling measure which would have allowed the school to incur indebtedness to build a comprehensive high school in the county. This building program, which was felt to be the key to better education in Dorchester County, would have enabled the system to embark upon more meaningful secondary education, would have allowed the reorganization of the elementary program since better buildings would have been available to them, and would have solved several remaining desegregation problems. The defeat of this measure was felt to reflect the fiscal conservatism of those who voted rather than an attack on desegregation. Most of the people who voted against the enabling measure felt that it would increase their property taxes to an intolerable amount. This was despite efforts by the school system to show that the increase would be realistic, and not excessive. The failure of passage of this measure resulted, shortly after, in the decision by the superintendent to resign. Community people interviewed by RMC felt that the superintendent's resignation came at that time because he perceived this defeat as the climax of his constant and unsuccessful battles with the county and city governments to improve the quality and quantity of education in Dorchester County.

Attendance and Drop-Out Problems

The Dorchester County Schools keep absenteeism records, but investigation is required to determine the drop-out situation and the reasons for it. The county total percent of attendance was collected for the school years 1967-68; 1968-69 (prior to desegregation) and for the first five months of the 1970-71 academic year (the second year of integration and the first year of ESAP). Generally, as can be seen in Table D-2, attendance has been in the mid- to low-90 percent. Attendance for secondary students runs somewhat lower than for elementary students. There is some indication that attendance after integration has been running slightly lower than before. For example, when comparing attendance figures for March 1968 with figures for March 1971, it is found that attendance at both the elementary and secondary level is about 2 percentage points lower in 1971. Although 2 percent might seem minor it does mean that approximately 168 fewer students were coming to school daily in March of 1971 than in March of 1968. The difference between attendance in March of 1969 and March of 1971 is nearly 3 percentage points. This figure would indicate that nearly 187 fewer students were attending school daily during March of 1971 than in March of 1969.

The school system does not record absences separately for black and white students so no comparison can be made on that basis for 1970-71. However, when looking at attendance figures for secondary schools in 1968-69, it is noted that the school having the lowest average percentage of attendance was the Maces Lane secondary school, which had 100 percent black enrollment. The median difference was 3.2 percent lower for Maces Lane school when compared to overall secondary enrollment in Dorchester County. (See Table D-3).

The attendance figures for the elementary schools did not show this pattern; generally attendance was similar for all elementary schools except for one case. Again, utilizing attendance summaries for the 1968-1969 school year it was noted that the one school showing consistently poorer attendance was one of the three elementary schools which enrolled 99 to 100 percent black students. Table D-4 indicates attendance data for this school compared with the elementary average. It should be noted that the other two schools enrolling 99 to 100 percent black students did not show this divergence in attendance.

Table D-2

ATTENDANCE SUMMARY FOR DORCHESTER COUNTY SCHOOLS
Percent of Students in Attendance

Year-Level	September	November	January	March	May
1967-1968					
Elementary	97.2	95.9	91.5	94.6	95.1
Secondary	95.4	92.5	89.2	92.5	90.3
Total	96.4	94.3	90.4	93.6	92.9
1968-1969					
Elementary	97.7	95.6	93.7	95.8	Not Available
Secondary	95.2	91.9	91.3	91.9	Not Available
Total	96.4	93.8	92.5	93.9	Not Available
1970-1971					
Elementary	97.4	95.3	93.8	92.7	Not Available
Secondary	94.1	89.6	89.0	89.1	Not Available
Total	95.9	92.7	91.6	91.0	Not Available

Table D-3

COMPARISON OF ATTENDANCE AT MACES LANE SCHOOL (THE BLACK HIGH SCHOOL) TO TOTAL SECONDARY SCHOOL ATTENDANCE IN DORCHESTER COUNTY

1968-69

Group	September	November	January	March	May
Maces Lane	92.9%	88.7%	89.0%	88.6%	87.2%
Average of Total Secondary Attendance	95.2%	91.9%	91.3%	91.9%	91.5%[a]
Difference-Maces Lane	-2.7%	-3.2%	-2.3%	-3.3%	-4.3%

a. Estimated.

Table D-4

COMPARISON OF ATTENDANCE AT HURLOCK II[a] (ENROLLING 100 PERCENT BLACK STUDENTS) TO TOTAL ELEMENTARY ENROLLMENT IN DORCHESTER COUNTY 1968-1969

Group	September	November	January	March	May
Hurlock II	95.4%	92.7%	88.1%	92.9%	92.7%
Average of Total Elementary Attendance	97.7%	95.6%	93.7%	95.8%	96. %[b]
Difference-Hurlock II	-2.3%	-2.9%	-5.6%	-2.9%	-4.7%

a. Now Hurlock Primary.
b. Estimated.

There are few overall statistics on drop-outs in Dorchester County schools. The overall total of drop-outs in 1968-1969 was given as 149 and the overall total for 1969-1970 was 163 students. No separate breakdown is available to indicate whether these students were black or white. Some of the data collected by RMC do indicate reasons for dropping out of school and the grade and age at which this happened. Looking at the data in Table D-5 for March and April of 1971, and similar data for 1968, will indicate some characteristics of the drop-outs and trends in reasons for dropping out:

These data show that there is not much difference between characteristics of drop-outs in 1968 (before desegregation) and in 1971 (after desegregation). More boys than girls drop out; the highest number of drop-outs do so when they are 16 years of age. There seemed to be a slight tendency to drop out at a later grade in 1971 than in 1968; however, this is probably only due to chance and the low number of cases used. The main reason for dropping out is the same in 1971 as it was in 1968, i.e., poor attendance and lack of interest in school.

When one looks at 1968 data for the one high school which had 100 percent black attendance, one finds that all but three of the ten students in this high school dropped out because of lack of interest in school; no reasons are given for two and employment is given as the reasons for the remaining one. Four of the ten students are girls; four were 16, three were 17, two were 18, and no age was given for one of the ten drop-outs. Five students dropped out of school at 10th grade, two at the 9th level, two at the 12th, and one at 11th grade. These sketchy data, therefore, present no great difference between black drop-outs and the total data on mixed drop-outs.

These data were secured from Maryland State Department of Education referral forms filed in the Central Office each month by each school having drop-outs. It seems that many of the actual drop-outs must not be reported on the forms since the total for each year did not add up to the average annual 150+ student drop-out figure which was previously reported.

Social, Political, and Racial Context

"In the Dorchester County School system, we have been one of the first classes to experience total integration. And you know, it's been great. It's only when you live and work with people that you truly understand them. As we've matured during our high school years, I feel that we've come a long way in crossing the color barrier--we've learned to accept each other for what we are, not for what we see. We've stopped looking at things in terms of black and white--we've turned apathy into empathy.

Table D-5

DROP-OUTS: COMPARISON OF CHARACTERISTICS AND REASONS FOR DROPPING OUT--MARCH AND APRIL 1968, 1971

Drop-Out Characteristics	1971	1968
Sex of drop-out		
Female	4	9
Male	12	14
Total	16	23
Age at which dropped out		
16	10	11
17	2	5
18	3	2
19	1	1
None given	0	4
Total	16	23
Grade at which dropped out		
7	0	2
8	2	2
9	2	4
10	3	10
11	5	2
12	4	3
Total	16	23
Reasons for dropping out		
Work	2	1
Poor attendance or lack of interest	6	15
Child ill	1	0
Discipline	1	2
Illness	1	1
No reason	5	2
Pregnancy	0	1
Home problems	0	1
Total	16	23

It is this understanding, this new outlook, that we must take with us into the future we face. Not just in racial relations, but in human relations. We've got to unite, face the world as it is, and strive to make it the place we want it to be.

One of our greatest demands for action lies right here in Cambridge, although many of us would prefer to ignore it. Despite the fact that Cambridge has a lot of potential, in general, so many of its citizens lack progressive attitudes. Often, they fail to consider the future before they act. For example, we lack adequate school facilities simply because the community lacks concern. In the recent November election, few voters even bothered to consider the school bond issue. But there is definitely hope. As we look at Cambridge today, we can see changes that hint at a better future. We see plans for a new library, a new hospital, urban renewal, and better housing. Cambridge simply needs revitalizing. It needs youthful ideas and enthusiasm. It is for this reason that Cambridge is a part of our committment to the future."

This quote is from the June 1971 valedictory speech at a high school in Dorchester County. It represents a change in the attitude of one race toward another in this county. Perhaps before schools were desegregated some people thought of those from another race as people rather than black or white people, but this was "a first" for a speech in front of a large audience in Dorchester. And graduation is a big event in Dorchester County; tickets for seats are sought after and much of the community is represented. This speech was unexpected. One elated school administrator said that "it moved integration ahead 5 years."

Because desegregation in Dorchester County has been at a standstill for many years, masses of national reporters and photographers have presented Cambridge as a model for poor race relations. In 1964, Cambridge was the scene of racial demonstrations and protests which necessitated National Guard presence for a year. However, RMC feels after citizen interviews that the black community in Cambridge, as well as that of all Dorchester County, does not seem to be very well organized. The notoriety achieved as a result of the "H. Rap Brown turmoil" contradicts what RMC observed. The community as a whole is not activist and is much less militant than believed by most outsiders.[1] Although this could be an indicator of the black community's contentment with their present condition, it is more likely because of the strong control the white sector has over the whole county.

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[1] It should be remembered that it was persons from outside the Dorchester community who were charged with inciting the riot in Cambridge.

Marcou, O'Leary and Associates, in their study of Cambridge[1] indicated that:

> "The black community like the white community is composed of many diverse individuals and groups. No one individual or organization can really speak for all the black residents of Cambridge. However, progress for Negroes in Cambridge, individually or collectively, will require more effective black leadership than has been exercised in the past.
>
> Though blacks have undoubtedly been severely limited in terms of economic and political power, the potential power of the Black community has not been effectively mobilized, in part, because the Black community in Cambridge has had a form of one-man political power.
>
> H. M. St. Clair, the first Negro Commissioner in Cambridge, served from 1912 to his retirement in 1945 and was succeeded by Charles E. Cornish who served as Second Ward Commissioner for 23 years from 1946 to his death in 1969. Both of these men made many important contributions to the development of the Second Ward, as well as to the community as a whole. However, the pattern of one man serving as the political leader for the black community for so many years undoubtedly served to inhibit other leadership."

The Dorchester County Board of Education, which is appointed rather than elected, has had one black member for 15 years also. Mrs. Helen C. Waters, who died during this academic year, made contributions to education in Dorchester County, but during her lengthy tenure no other black person served on the Board. Her replacement is a black man who works regularly as a telephone lineman and part-time as a bartender at the all-white private yacht club. The other board appointment this summer went to a white man who has been critical of federal programs in Dorchester County. The area's State Senator is the person felt to be responsible for the appointments of all Board members despite the fact that these appointments are made in the name of the Governor of Maryland.

To the experienced sociologist, Cambridge, Maryland, would probably be a typical example of a small city undergoing the process of legally imposed desegregation. The town is very conservative and has been controlled by a small group of white people for a long period of time. It would be very safe to assume that had school desegregation not been a legal requirement the schools would still be heavily segregated. In fact, this opinion was volunteered by almost all black and white people interviewed.

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[1] Marcou, O'Leary, Cambridge Plan, pp. 107-108.

To the casual observer, Dorchester would seem desegregated. Many public places, such as restaurants, movies, stores, etc., are frequented by blacks and whites, and mixed groups are an everyday occurrence. Nevertheless, housing is still very much segregated and not much effort has been made to provide the poor, mostly black, population with public housing. The Background Studies[1] for Cambridge stressed the following:

> **"Cambridge's most critical physical problem is that almost one-third of the existing residential structures in the city are substandard... The substandard housing problem is most critical in the Second Ward, the Negro area of Cambridge. A total of 62% of the residential structures in the Second Ward were rated in the major deterioration or dilapidated categories. Considering the effects of the environment, it can be said that 60-70 percent of the residential structures in the Second Ward need to be replaced... The City has begun to make some progress in improving Cambridge over the last five years. A down-town renewal project was started. The first public housing project (150 units) was completed and enforcement of a minimum housing code was begun... However, the city must greatly intensify present efforts if meaningful progress is to be made against the great backlog of deteriorated structures and blighted neighborhoods."**

Most of the other social institutions of Dorchester County also are segregated. The school system is the only major one which is desegregated. Very recently, after protests from certain black citizens, the local newspaper reported that Cambridge's Volunteer Fire Department had refused to accept blacks and apparently had no intention of doing so.

The Cambridge Volunteer Fire Department seems to be one of the most important symbols of status in Dorchester. "Though theoretically independent, it is located in City Hall and receives city funds for equipment. At the same time, the Fire Department is perhaps the primary symbol of segregation in Cambridge. The membership is all white, and Negro applications for membership have been rejected. In 1967, the Department sold its swimming pool rather than integrate it. The white only image of the Fire Department is doubly irritating to Negroes because of its status as an important community organization which is partly supported by public funds."[2]

Also, as usual, much of the controlling white population, middle and upper class, discriminates openly against the blacks. Membership in all private clubs, and most local organizations, is still restricted to "whites only." Of the civic and social organizations of the area only two have black membership. The Chamber of Commerce was reported to have 1 black member out of 144 and the League of Women Voters has 20 black members out of a total of 80.

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[1] Marcou, O'Leary and Associates and Donald J. Balzer Associate, Background Studies Community Development Plan, June 1969, p. 1

[2] Marcou, O'Leary Cambridge Plan, p. 98.

Religious institutions are also segregated here, although in many localities, leadership for change has come from churches. It has been reported that in Dorchester "Neither ministers nor their congregations have been in the forefront of improvement efforts... Both white and black church leaders have been largely inconspicious in community affairs, and have even opposed some efforts to involve them."[1]

School Desegregation

Dorchester County's plan for school desegregation went into effect in September of 1969. Previous to 1969-70, the county had responded to school desegregation by offering students a "freedom of choice" plan. This approach did not eliminate the dual school system under which Dorchester County had always operated. In the academic year 1967-68, for example, 80 percent of the black students attended schools where the enrollment was still at least 99 percent black.

The desegregation plan which went into effect in 1969-70 made wide use of the pairing of schools. Because in most attendance areas there were two schools, one for black children and one for whites, these schools were changed so that one school would contain all first and second grade children and the other school would teach grades three through six. (The primary school would contain the Title I preschool program which would become a district supported kindergarten in 1970-71.)

Some schools in the southern part of Dorchester County enrolling 6 1/2 percent of the students were relatively unchanged by this desegregation plan. (Hoopers Island Elementary School, Crapo Elementary School, Taylors Island School, and South Dorchester High School). Although the desegregation plan indicated that both Hudson School and Eldorado School would be closed, attendance data for 1970-71, show these schools are still in operation. In 1967-68, Hudson had 68 children; in 1970-71, 59. Eldorado had 47 children in 1967-68 and in 1970-71 has 87. These two schools only account for about 2.2 percent of the total Dorchester enrollment.

The remainder of the schools in Dorchester County (enrolling more than 90 percent of the students) were affected by the desegregation plan as shown by the data in Table D-6.

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[1] Ibid., p. 107.

Table D-6

ENROLLMENT IN 15 DORCHESTER COUNTY SCHOOLS WHICH WERE MOST AFFECTED BY DESEGREGATION

	1967-1968			1970-1971		
School	Grades	Enroll-ment	Percent Black	Grades	Enroll-ment	Percent Black
St. Clair School	1-6	719	100	K-2	826	43
Academy-Glasgow	1-6	590	7	4-6	334	53
Appleby-	1	59	0	3-6	407	37
Peach Blossom	2-6	347	15			
East Cambridge	1-6	237	3	3-6	203	13
Vienna Primary	1-6	145	99	K-3	119	54
Vienna Interm.	1-6	96	3	4-6	109	55
Hurlock Primary	1-6	450	100	K-3	409	63
Hurlock Interm.	1-6	310	14	4-6	318	63
Secretary	K-3	65	19	1-2	77	29
East New Market	4-6	86	3	K, 3-6	155	27
Cambridge Junior High School	7-8	478	17	7	375	40
Maces Lane High School	7-12	766	100	8-9	649	38
Cambridge High School	9-12	773	9	10-12	806	39
North Dorchester High School	7-12	689	31	7-12	1,053	50

The county desegregation plan as submitted in a memo to HEW in February, 1969, was an alternative to the plan for school reorganization proposed by the Wynn report.[1] The Wynn report and its recommendations suggested reorganization of facilities and major building programs, which could not be accomplished for the 1969-70 school year.

The basic proposal of Richard Wynn's report[2] was the establishment of a comprehensive educational park for all secondary school students in grades 9 - 12. The existing secondary schools with some modifications could be utilized as middle schools to enroll students in grades 5 - 8; the rest of the useable buildings could be used for K-4 grades. This type of reorganization would have changed the enrollment to 15 to 45 percent black.

Total school desegregation has been opposed in Dorchester County and this opposition is reflected in the report sent to HEW by the Superintendent on behalf of the Board of Education. Stating that the plan was submitted at the insistence of the Federal Government, it raised some basic questions about the advisability of integration, and presented some statistics about progress which was made since 1952 toward integration, especially in elimination of Freedom of Choice.

In discussing the desegregation situation at the present time with the same persons who wrote this negative report, attitudes seem to have changed and most seem to be pleased with the progress which has been made since the fall of 1969-1970.

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1. Wynn, Dorchester Reorganization.

2. The background to the study made by Dr. Richard Wynn is important since it indicates the role of the State in Dorchester's school organization. It was Dr. James A. Sensenbaugh, Superintendent of Maryland Schools, who employed Dr. Richard Wynn, an educational specialist with the University of Pittsburgh, to make a reorganization study for the Dorchester County Board of Education. This study took place during 1967-1968. This widely publicized report was the basis for the vote in 1970 by the citizens of Dorchester County to defeat funding for a comprehensive high school.

Table D-7

ESAP BUDGET SUMMARY

ESAP Activity	LEA Activity	Budget*
Counseling	Center Program	$ 21,300
Counseling Support	Guidance Aides	16,500
	Guidance Secretary	2,860
Non-Ethnic Classes and Materials	Paperback Classroom Libraries	4,136
Teacher Aides and Support Personnel	Intermediate Teacher Aides	45,000
	Resource Teachers	18,000
Teacher Training	Desegregation Library	710
	In-Service Education	7,800
Administrative Personnel	Administrative Secretary	2,860
Facilities Improvement	Kindergarten Equipment	1,500
Total		$120,666*

*Finances will differ from those budgeted. For example, Center Program includes estimate of teacher aide and guidance aide salaries utilized in Center rather than in the teacher aide and guidance aide categories. Where possible, actual expenditures are utilized rather than those budgeted.

As stated in an earlier section, the ESA Program proposals for Dorchester County underwent several revisions prior to being accepted and implemented. In the final approved application, the objectives of Dorchester's proposed programs were indicated as attempts to attack problems that resulted from desegregation:

(1) "The poor communication between races and between the desegregated school and its socially segregated community, through the establishment of Educational Action Teams.

(2) Improving education through instructional aides, inservice workshops, demonstration projects and attention to speech problems, and through innovative methods taught and engendered.

(3) Guidance aides, psychodrama and creative expression, as well as the consultants will help tackle the affective, the non-verbal and the attitudes that impede progress.

(4) A nucleus of a professional library dealing with desegregation will assist as source material in implementation of desegregation and work towards integration."

Programs 2, 3, and 4 were approved as the initial ESA programs in Dorchester County. Further programs were added when an additional $46,154 became available after the beginning of the school year. When added to the initial funding grant of $74,500 the County received 62 percent of the original grant or a total of $120,654. (See Table D-7). However, since the school system received additional funding well after the approval of many of the original programs, the evaluation of ESAP will have to cover a broader range of objectives than those stated above. In this summary, RMC lists the other objectives of these supplemental programs. Many of these objectives were found in documents other than the ESAP application.

By January 1971, most of Dorchester County's ESA Programs were underway. Table D-8 presents a summary of the use of ESAP funds which shows that as of June 30, 1971, $113,588.25 had been expended leaving a balance of $9,279.75. The Business Manager of the schools felt that the complete budgeted amount would be spent for the inservice program activities during the summer and the continuing program for the Center participants.

Instructional personnel has the largest unspent balance which probably reflects difficulty in obtaining some resource personnel, the fact that some of the programs were delayed at the start, and some of the salaries were lower than planned for and personnel absences were higher.

Bi-Racial Advisory Committee

Dorchester County has had a bi-racial advisory committee for the past six years to assist on federal programs. A subcommittee of the main committee has served this year as the Advisory Committee for ESAP. The committee meets at least once per month and in emergency session when needed. (For example, two emergency sessions have been held since funding was being considered for ESA Programs.) Informative, well-written minutes of meetings are sent from the group secretary to each member.

The members of the ESAP subcommittee are listed in Table D-9. Eleven black and 8 white representatives make up the subcommittee. Most of the subcommittee representatives were asked to serve by school personnel or had been suggested by members presently on the committee (instead of being elected by community agencies), and the black majority was appointed at the director's request in order to have equal

Table D-8

ESAP BUDGET AND EXPENDITURES
JUNE 30, 1971
DORCHESTER COUNTY SCHOOLS, MARYLAND

Program	Budget Amount	Expended	Balance
Instructional Personnel	$81,772	$76,728	$5044.00
Administrative Clerical	2,600	2,690	(90.00)
Materials	8,050	6,969	1081.00
Consultants	14,800	14,576	224.00
Instruction Equipment	600	198.78	401.22
Instruction Materials	6,980	6,377.86	602.14
Professional Library	484	484	0
Audio-Visual Supplies	--	13.65	(13.65)
Library Supplies	--	93.47	(93.47)
Fixed Charges			
Compensation	1,000	844.61	155.39
Social Security	6,000	4,284.81	1715.19
Retirement	582	328.07	253.93
Total	$122,868	$113,588.25	$9279.75

Source: Business Manager, Dorchester County Schools

Table D-9

DORCHESTER BI-RACIAL ADVISORY COMMITTEE

Name	Affiliation
Clyde Waters, Chairman	NYC
Mrs. Kay McCarter	Nurse and Heads "MAMAS". Also involved in Title I and Head Start.
Mrs. Ethel Foster	Teacher, DCS. Also involved in Adult Basic Education.
Mrs. Anna Johnston	County Speech and Hearing Teacher, DCS.
Mrs. Dorothy Nave	Primary Supervisor, DCS.
Thomas Flowers	Supervisor of Federal Programs, Supervisor of Instruction, DCS. Also represents one of the Church men's groups.
Dr. Steven Camper	Elementary Principal, DCS.
E. T. Myers	Intermediate Instructional Supervisor, DCS. Also represents Church interests in Dorchester County.
Mrs. Elaine Bennett	Department of Employment Security, Dorchester County.
William Cotton	Business Manager, DCS, and newspaper writer.
Mrs. Pernethea Ross	Teacher, DCS, Head, Summer Remedial Project.
Mrs. Delores Dixon	Extension Service and League of Women Voters.
Mrs. Harriet Leap	Parent; advisor to several other federal projects.
Mrs. Alda Myers	Librarian, DCS. Also represents women's community groups.
Mrs. Vivian Johnson	Aide, DCS, parent involved in Head Start.
Mrs. Sarah Stafford	LPN; Active in advisory capacity for Title I and Civil Rights.
Mrs. Alberta Purnell	Repres. and Position Home Economics Teacher and involved heavily in Head Start.
Ed. Conway	Vienna Businessman and Leader in Hurlock Community.
Harold Carr	Head of County Recreation Department.

representation at meetings. However, during the summer of 1971 this committee is being revised and "will comply exactly with the standards set up by ESAP." Although this committee did not exactly comply with these standards during the 1970/71 school year (1) there was a sincere effort to develop this committee, (2) it was active, and (3) subsequent committees will be set up to comply with regulations.

Eleven out of the total 19 persons, or 58 percent, on the ESAP Advisory Committee during 1970/71 were employed by the Dorchester County Schools. This included seven of the black representatives and four of the white representatives. This number seems too high to get needed non-school community participation; however, it also must be noted that in Dorchester County many community leaders are employed by the school system and that to be so employed is considered to have status. As can be seen in Table D-9 many persons employed by the school system also represent community organizations or have other federal program involvement.

In response to questions by RMC regarding meetings of the Federal Advisory Committee at 3:30 p.m., many persons felt that the time did not prevent anyone from attending meetings in the Dorchester area as it might in a metropolitan area. Most of the people on the committee prefer the afternoon to evenings or Saturdays and employers have been willing to give time off, without loss of pay, to persons who are on the Committee.

Although the minutes of the advisory committee meetings indicate a tendency to inform each other about federal programs, there is evidence that community reactions to specific programs are discussed. For example, the following was reported about teacher aides:[1]

> "The first item on the agenda included a discussion of the recent flurry of 'Action Line' questions concerning teachers' aides. Particular reference was made to the following: 'Question: Who hired the so-called teacher aides? Why didn't these jobs require some experience or training to work with and around children? Weren't these teacher aides hired rather hurriedly and in some instances didn't they get the job because they knew the right person? Where were the teacher and aide when an incident took place at Mace's Lane School?' Some of the discussion included the following ideas: In the Hurlock area there are many people who are very jealous of the aides. They know that the job is very enviable, the salary is good in comparison to local conditions,

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[1] These teacher aides were employed under ESEA (majority) and under ESAP funding.

> allows freedom to be at home with children when they are out of school, and allows one to go rather well dressed. Most of the people do not know that Mrs. Elaine Bennett of the Department of Employment Security, Mrs. Dorothy Nave, Mrs. Judith Grobler, and Mr. E. T. Myers, assisted with the screening of applicants for the aides' positions. Mr. Myers only assisted with the Title IV (sic, actually ESAP) and Guidance Aides. The general recommendation from the group was to ignore the complaints."

At least half of the minutes from the advisory committee for 1970/71 referred to an ESA program. The Center at North Dorchester High School was the project mentioned most frequently and usually in an effort to explain its purpose within the total school environment.

ESAP ACTIVITIES

Center Program

Context

Described in the Maryland Superintendent's publication Public Education in Maryland under the title "They're Rescuing Students at North Dorchester" and publicized in the Cambridge Daily Banner as obtaining "almost unbelievable results in a few months" the Center has surely been the most celebrated ESA program in Dorchester County.

The Center program, known also as the Crisis Center, was one of the programs added later to the ESAP. Underway in mid-December, 1970, it was perceived as a partial solution to the suspension situation in evidence at North Dorchester High School.

North Dorchester High School enrolls approximately 1,000 students in facilities which were meant for half that number. Temporary classrooms abound. Students interviewed in Phase I of this evaluation seemed adjusted to the desegregation of this school, but overwhelmingly concerned with physical facilities, such as lack of restrooms. In October, 1970, a resident consultant to the Principal in this high school was employed to work on innovative teaching and preventative guidance. She found that in reacting to the "collective personality" of the students that "the average teacher's response was an authoritarian manner, a retreat from interpersonal relations, and the finding of a personal refuge behind the driest and most dehumanized teaching methods available. All teachers are vociferous about how little the children are interested in their subject matter material."[1]

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[1] Phyllis Furst, Second Progress Report on Title IV and V Projects at North Dorchester High School, 1970-71, p. 6.

The curriculum of the school is probably an example of Wynn's concern about underdevelopment. The vocational-technical program is limited and outdated. There is little flexibility. The homogeneous grouping in the junior high grades is strict. Based on entering Iowa Basic Skills Tests and elementary school achievement, students are placed into one of 7 or 8 sections for all their subjects. No allowance is made for specific strengths or weaknesses such as poor language arts ability, medium mathematics ability and high science ability.

This type of placement fits the description in Coleman Reports' of the student's "lack of control over his own destiny." Some of the administrators in the school defend this type of grouping as a necessity with present facilities, others feel that it is unfavorable and must be changed. Many teachers feel comfortable with it--they seem to fear having any wider spread of abilities in their classrooms.

Under such conditions, the main tool of discipline is warning, then suspension, then repeated suspensions with the final punishment being expulsion. (The expelled student then usually becomes a societal liability rather than an asset.) The figures for suspensions for grades 7, 8, and 9 during the 4-month period from September 1970 to January 1971 were:

Black Male	114	
White Male	38	
Black Female	87	
White Female	5	
Total	244	suspensions

Since no similar figures are available for the period before desegregation, it cannot really be established whether these are different from previous years. It also must be stressed that many of these figures represent repeat suspensions, for example, several students have been suspended 4 to 5 times. The person in charge of the discipline in the junior high part of this school is the black Assistant Principal; however, in disciplining he reacts upon cases sent to him by teachers. "Similar figures were felt to exist for the senior high school student population. From such data and the observations of the curricular situation, the Crisis Center Concept arose."[1]

Activity Design and Process

The application for funds for this center indicated the desire to "establish a crisis center: a supervised room in the school where explosive students can find a santuary until appropriate social intervention is constituted (6 to 8 children at one time)."[2] The actual Center is not as envisioned in the application. After the

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[1] Ibid., p.2.

[2] Amendment to Application for Emergency School Assistance, November 3, 1970, p. 3.

Center began, needs of the students became apparent and the concept changed from a "place to cool it" to an educational unit where diagnostic-prescriptive teaching could take place on a one-to-one basis, where the student could be free to be himself, and where he would find someone who would listen to him and care about him.

The Center Director (not part of ESAP) indicated that the Center included several functional areas:

- "Remedial cognitive work with the best chance of creating success for the child.... this would help students who are behind in school work, who have been chronic absentees, or have had a history of being disruptive in class.
- Continuing cognitive work with students at their class level. (Students will work on regular assignments during their stay at the Center.)
- Regular counseling service for students currently in trouble and preventative guidance for those with a history of such problems.
- An avocational/vocational craft center where children may be given opportunity to do hand work that will improve co-ordination, develop skills, give pride in achievement, and which, in conjunction with positive guidance techniques and positive enrichment, may help with attitudinal changes.
- A lounge/eating area where a "break" will be possible and co-operative projects undertaken and planned.
- Access to a gym area to work out excess energies."[1]

Although located in a classroom in one of the temporary buildings of the North Dorchester High School, the staff and students at the Center have created a setting in which these functions can take place. The Center has served 22 students this year; when initiated it was probably envisioned that the Center serve more students for much shorter stays. However, as the students in the Center have been studied by the staff and background histories have been investigated, it has been found that they have many more serious problems than just being involved in class disruption. Since there is neither school psychologist, social worker, nor school nurse at North Dorchester High School, actual diagnosis or investigation of some of the problems of the students in the Center has not been done; however, it is felt by many of the staff and those associated with the program who have some psychological background and experience that the majority of the students have serious problems. These problems, which are emotional, physical, mental and perceptual in nature, probably would have resulted in special help or intervention during the first part of each child's educational career in a different school setting which had a more sophisticated program in special education and pupil personnel.[1]

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[1] Furst, Progress Report. pp. 6-7.

Therefore, it seemed to RMC that the Center was serving as a special education class for students who had serious learning problems caused by a variety of serious factors which should have been diagnosed and treated before this level in school. Because of these problems the students in the Center had been disruptive, had histories of chronic absenteeism, had been "disinterested" in school and had taken suspension not as a social stigma, but as a way of life. It takes a long time and a lot of human effort to correct these types of problems.

It probably would be true that many professional associations would not have approved of the staffing in this Center. There were no certified teachers and counseling was performed by untrained personnel. However, in a geographical location such as Dorchester County, correctly trained people might never have arrived and the Center might never have opened. Also, it seemed to RMC that the personnel in the Center actually matched the need. They came from a variety of backgrounds, some had college training, some did not, but all of them seemed interested in constructively helping people with problems. Few of the Center staff personnel were at the Center for the whole day; however, it seemed that the personnel who worked with students in the Center considered it as their "home base."

The staff of the Center is made up of 1 black woman center aide, 3 white male instructional aides, 1 black male guidance aide, and 1 white female guidance aide. Of these six people, two have had considerable work experience in the Dorchester community and four have recently been involved in post-high school training. Three of the staff members have attended college, one is a college graduate with a major in English and Religious Studies and one is a computer school graduate. All the staff members have been found to be very able people by the Director and others associated with the Center. The Director of the staff is involved mostly in helping her staff help the students, rather than assuming this responsibility herself.

Figure D-10 indicates the staffing of the Center. Basically only one person, the Center aide, is in the Center at all times; the other instructional aides and guidance aides, on the average, spend most of their time in the Center, but go out in the school to work on other tasks. Most of these tasks involve work with the Resident Consultant to the Principal in exemplary and innovative curricular efforts. The key attribute required of the Center staff is flexible scheduling since most of them can be at the Center when needed or can arrange to help in a regular class in the school when needed. Their Center activities also have probably helped them to realize the importance of a meaningful school curriculum since many of the Center students have been victims of unsuitable educational experiences.

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1. See also the Wynn Report for a discussion of the lack of special education programs in Dorchester County Schools.

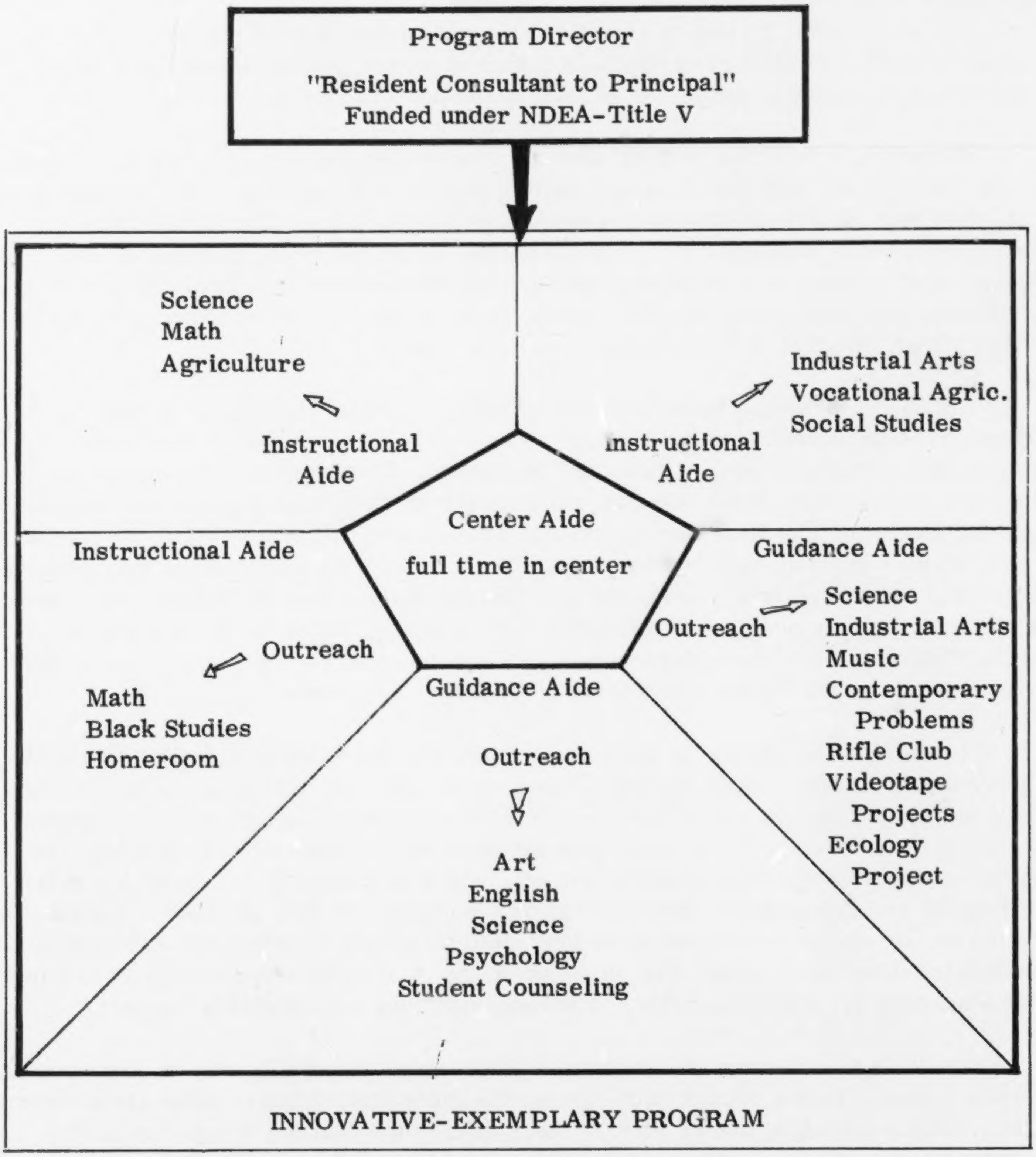
Program Director
"Resident Consultant to Principal"
Funded under NDEA-Title V
Science
Math
Agriculture
Instructional
Aide
Industrial Arts
Vocational Agric.
Social Studies
Instructional
Aide
Center Aide
full time in center
Instructional Aide
Outreach
Math
Black Studies
Homeroom
Guidance Aide
Outreach
Science
Industrial Arts
Music
Contemporary
Problems
Rifle Club
Videotape
Projects
Ecology
Project
Guidance Aide
Outreach
Art
English
Science
Psychology
Student Counseling
INNOVATIVE-EXEMPLARY PROGRAM

Figure D-10: NORTH DORCHESTER HIGH SCHOOL CENTER STAFF AND THEIR SCHOOL OUTREACH ACTIVITIES

Outputs

Although the Public Education in Maryland Newsletter describes this approach as an exciting way to deal with disruptive students, and incidentally mentions that this is an ESA project, it does not reveal the fact that this is an emergency method of dealing with students who have backgrounds of complex problems which should have been remedied before the 7th, 8th, and 9th grades. There is also no mention of the fact that this is a program primarily meant to deal with problems arising from desegregation. In fact, this program could be construed as a device for resegregation since nearly 95 percent of the students in the Center are black.

A newspaper article, "Four Dorchester Educators Among Fifteen to be Interviewed for Superintendent" also contains a report on the Center. Because the Daily Banner in which the article appeared has a large circulation in the Dorchester area it is the main method of communicating school news to the community. The story expressed the need for six or seven more Centers such as this one. The state Education Newsletter also makes this same suggestion, except it is stated as "needing at least seven more Centers at the junior high level." It is RMC's hope that rather than introducing seven crisis centers for what would be 154 more "disruptive students" (for a total of approximately 35 percent of the junior high school population when those presently in the center program are included), that an effort will be made to introduce some of the methods used in the present Center into the regular classrooms. This will take time, effort, a lot of innovative inservice education, but would be rewarding for many more than 180 students.

The Furst Second Progress Report includes some achievement test data which have not been available for any of the other Dorchester ESAP projects. This report also contains data about the drop in disciplinary incidents (which was very positive), increase in attendance, number of students who have returned to one or more "regular" classes, and reasons for some students being dropped from the program.

The sections of this report dealing with increase in achievement were based on two administrations of the Wide Range Achivement Test two months apart, but data are available on only 12 of the participants. It was hoped that further data would be available at the end of the school year but since the Director resigned, these have not become available. The main problem with the achievement data reported in this progress report is that they were based on the WRA Test which is a screening device, but lacks attributes for assessing exact achievement. Because it is available in only one form, there is always great question about the "practice affect" on the results when administered twice within a brief period. Also because of this test's rather casual method of measuring achievement (only word recognition in reading, for example) answering an additional three questions correctly can increase grade placement 5 months in one case and in another place recognizing 6 additional words accurately can increase grade placement 2 years and 2 months. In future assessments of achievement, use of a better achievement test would be advisable. There are many other tests that have greater diagnostic value which could be used in the Center; tests that have alternate forms so that the practice effect would be nullified, and tests that measure more important dimensions of reading than word recognition and that measure more arithmetic than computational skills.

Despite the question of the suitability of the measure used to assess achievement gain, the program seemed to produce positive results. One of the less publicized features of the Center is the fact that it is a place where students who have failed in nearly every area of the educational institution can find some success and can do so without feeling the need to get attention through disruption. This is an interesting and subtle inservice education technique. One of the most common comments about the Center by faculty, administrators, and other students seemed to be "if it wasn't for this Center, all or at least a majority of the students in the program would have either quit school or have been expelled."

Guidance Aides

Context

Dorchester County Schools have no guidance counselors at the elementary level and have a counselor-student ratio at the secondary level which is much higher than desirable. As one counselor at the secondary level expressed the situation: "We try to keep our heads above water and take care of emergency situations and hope that no major catastrophies occur." One of the programs requested for ESAP funding was a guidance aide program. The objectives of this program were:

- to relieve principals at the elementary level and counselors at the secondary level of clerical guidance duties,
- to enable counselors and administrators to utilize added time to spend in the guidance of students--particularly in the area of desegregation problems, and
- to afford counselors and elementary administrators the time and opportunity to participate in inservice activities and in encounter sessions where problems pertaining to the desegregation process could be handled with dispatch.

The request for guidance aides was also made because of the fear that it would be nearly impossible to recruit trained guidance personnel; therefore, it was felt that aides could at least free professionals to do more counseling. At the May Board of Education meeting it was reported that four guidance aides have been hired; two were employed at elementary schools (having intermediate grades) and two at secondary schools. "These guidance aides not only lighten the burden of the existing guidance counselors by taking over administrative and clerical duties, but because of their high personal qualifications, have assisted principals and teachers with many therapeutic and child-oriented approaches."

Activity Design and Process

The original application for guidance aides indicated that the evaluation of guidance aides would be made by assessing the "decrease of so-called racial incidents, smoother interaction between students of two races, a log as to racially tinged incidents handled through year."

RMC was able to make visits to all the schools involved in the guidance aide program. The company's representative was able to interview three of the four guidance aides and to see them in action. The first conclusion was that each of the three guidance aides interviewed is utilized in a very different manner. The guidance aide interviewed in one of the intermediate schools had assumed the guidance function which the principal had previously carried out. The guidance aide at the junior high school level had also assumed a major guidance role rather than a clerical aide role, but the aide at the North Dorchester High School had assumed a major role in the Center Program rather than in the guidance department per se.

The one common indication from discussing job duties with the three aides was that none was doing clerical guidance work; they all seemed to be involved in semi-professional or professional tasks.

The original plan for evaluation; i.e., accounts of decrease or increase in racial incidents and numbers of racial incidents handled during the year, was not followed through and as far as this evaluator could determine would not have been very meaningful under these conditions anyway. Two of the aide programs observed seemed to be definitely tied in with the desegregation efforts of the schools. The aide at the intermediate school was able to work with students who were not adjusting to school. Feeling that much of this poor adjustment had come about because of desegregation, he was able to act as an interpreter of the school to the black community. He indicated that when there was criticism or a rumor about the schools he could often explain the facts satisfactorily.

Outputs

The aide at the high school level was working on a 1 to 20 basis with students (mostly black) who were in the Center program and probably would not have been in school had it not been for the program. There was some indication that school desegregation had not helped students with severe behavior problems because there was a tendency to suspend several times and then expel. This aide was trying to help these students academically and also help them adjust to a school which demanded rather strict adherence to basic rules. He indicated that a major part of his time was spent trying to give them hope about the future. He indicated that in addition to his guidance aide job he had worked with a senior "low" section on Black History. He said that after working with them four to five weeks felt that he had motivated them to do more work than they had been doing previously.

The guidance aide at the junior high school level indicated that she spent only about 5 to 10 percent of her time on problems related in some way to desegregation and even those problems were not what one could call "hard core" racial problems. Since this guidance aide was a qualified teacher she found that instead of doing clerical work she was working with, rather than for, the regular guidance counselor. She said that she was also used as a classroom substitute when no one else was available. This counselor indicated that the small percentage of counseling she performed as a result of desegregation involved minor incidents which had been exaggerated by both black and white parents. Such incidents might consist of a black boy having pulled a white girl's hair. She felt that her main role in cases such as this was working with parents to help them understand adolescent behavior.

Guidance Secretary

Context

This is the description of the guidance secretary presented to the Board of Education: "Our full time guidance secretary at North Dorchester High School frees considerably the counselors and the regular guidance secretary to attend to the needs of pupils, scheduling their vocational and academic direction." This part of the pupil personnel services program was not one originally in the application for ESAP funds. It was approved later in the amended application. Only $2860.00 was required to fund this project.

Activity Design and Process

Since this position was financed from ESAP funds, the addition of the guidance secretary would allow the counselors to spend more time with students having problems arising from school desegregation. In order to check further on the effectiveness of this program, RMC interviewed the senior[1] counselors at the high school with the guidance secretary and those at another high school of fairly comparable enrollment figures, without this ESA Program.

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[1] There were two counselors in each situation; senior indicates the one counselor in each situation who had been in the position the longest.

The number of students each of these counselors was responsible for was 400 to 599, which is considerably higher than the 300 to 1 often mentioned as desirable by the American Personnel and Guidance Association. When assessing the activities in which most time of the counselor was spent, the counselor without clerical help indicated: 55 percent on student records and the remaining 45 percent on personal, social, and educational counseling. The counselor with the clerical help indicated that he spent more of his time on personal and social counseling than crisis type counseling and educational counseling. He indicated that the most common request by white students was education and career counseling whereas the black students most often requested personal and social counseling. He felt that this emphasis had not changed since last year, except that with the additional clerical help, he could work with additional numbers of students this year. The counselor without the clerical help indicated that her most common request from both black and white students was educational counseling followed by personal counseling, and that this was similar to the previous year. In responding to a question regarding time spent with each race, the counselor with the clerical help indicated that he spent twice as much time with black students, because they seemed to have more problems and the problems they had were more severe. He also felt that many of the black students had fewer opportunities for help in the community and at home. The other counselor indicated that she saw more white students, but that when she saw black students, she had to spend more time with them; she needed to work more on interests and aptitudes with blacks.

Both counselors felt that they had been helpful in reducing racial tension and that working in a desegregated environment had changed the way they counsel students. The counselor with the ESAP clerical assistance indicated that the racial tension had decreased. He indicated that desegregation has "affected him personally; particularly he has gained much more understanding of black students. He feels now that he works with students and can disregard their race. The other counselor also cited resolving racial tensions in individual cases, but in fewer cases than indicated at North Dorchester. This counselor stated that desegregation had required her learning about Negro colleges.

Table D-11 indicated reactions of the two counselors to problems experienced in the two high schools this year. One of the high schools had no ESA programs, the other high school besides having the guidance secretary had several other ESA programs. It is interesting to note that the reaction of the two counselors toward their school experiences are quite similar. There is some indication that differences of opinion arose about overcrowing (the school with ESA programs is nearly half temporary buildings) and adequacy of supplies and equipment. Perhaps the most meaningful difference as far as ESAP or non-ESAP is concerned is the difference in community and student involvement. Note that the ESAP school was assessed as experiencing a great deal of community involvement and very little decrease in student involvement whereas the non-ESAP school is assessed as having very little actual community involvement and a great decrease in student involvement. The latter was indicated as possibly the result of an administrative decision to stop having clubs and a recent Coaches Association decision to require a specific grade attainment for eligibility for athletic teams.

The response by the two counselors to this question: "If you could do anything you wanted, what would you do to make your work more effective?" reflects the fact that this particular ESA program did satisfy a definite need. The counselor without clerical help indicated that her work could be much more effective if she had some clerical help. The counselor with the ESAP help indicated that at this point he could use two additional excellent counselors, preferably black as well as facilities to house these people. In the general pupil personnel area he felt that some nursing help in the high school, some social work service and some school psychological help would certainly make the program more effective. They have none of these services now.

The counselor in the high school having other ESA programs indicated that he felt that the Center Program was very helpful to counselors because it provided a place where students can be worked with. Otherwise, the students in the Center would have taken at least one period a day of each counselor's time or would have been expelled from school.

Outputs

It definitely seemed to RMC that this program, although small, had certainly satisfied the objective of increasing counselor time with students and decreasing counselor time with clerical tasks.

Paperback Classroom Libraries

Context

The description of the "paperback classroom libraries" which was presented to the Dorchester Board of Education in May indicated that:

> "All intermediate classrooms between 3rd and 6th grades were equipped with a paperback library of approximately $100. A discount of 25 percent from the publisher enabled us to get a good number of volumes for each classroom. The aim with these books is to present reading materials of high interest level at an easy reading level so that children who have not been exposed to books in the home learn to love reading--a key to learning and self-enrichment. It was suggested that children be allowed to read these books during any free time that they may have between their studies, and it is reported that the students are making full and enthusiastic use of this ESAP allocation."

The background of this program is important. First, in many of the Dorchester County intermediate schools library resources are limited. Most of the libraries are in spaces not originally meant for libraries; i.e., parts of halls, auditoriums and the like, and some schools with even these limited physical facilities did not have libraries. These schools did not have instructional material areas or media centers such as many schools have now. And the smaller schools lack even limited facilities for libraries. Although there are exceptions, use of the libraries had been limited to a class period each week; there was little "free" use of the libraries. Because professional librarians are not employed for the intermediate schools, in most cases an aide runs the library. This usually means that the aide is available to dispense and receive books during the weekly library time. Although there are some ethnic books in the schools' collections, two of the aides indicated that they could use more.

Activity Design and Process

Classroom libraries under these conditions become important to the supplementary or informal educational process. With books in the classroom, the child can choose something to read at the time when he is motivated rather than having to wait for the weekly library time. Libraries like these are relatively inexpensive. Each of the 4th grades received 163 books for $80; each of the 5th grades received 154 books for $78; and each of the 6th grades received 169 books for $74. This project was not listed in the original application for ESAP funds.

Selection of library books is important, and the method used was appraised as having been in the best interests of the students both from the point of view of education and desegregation. Educationally this project provides a range of classroom supplementary reading materials (1) in grade level reading vocabulary, (2) in subject interest, and (3) in quantity available for choice. The books were all chosen from the Scholastic paperback group. From a school desegregation point of view this project provides a subtle way of changing attitudes toward self (in the case of the minority child) and toward others (in the case of the white child). Thirteen books in the fourth grade are specifically about ethnic groups; whereas the 5th and 6th grade selections contain 31 titles specifically in that subject. Several other subject areas contain biographical material on minority group people. For example, there are at least 13 books in other than specific ethnic collections which were purchased for the 4th grade based on minority group members either in a fiction or non-fiction sense. Most books on minority group members had stories about both men and women.

Outputs

The evaluator in this project visited nine classrooms with classroom libraries unannounced. In each of the nine classrooms the books looked very new, nearly untouched which caused the investigator to wonder if they were being used or if they were just on display. After talking to approximately 10 children at random in each classroom, it was discovered that about 3 to 4 in each class indicated enthusiastically that they had read all of them; about 3 or 4 indicated that they had read half or more, 1 or 2 had read some and usually 1 in each class indicated that he had read only a few or none of them. In response to questions about enjoyment of the books, the children were spontaneously enthusiastic except for about one in each class who was noncommittal may have been reflecting an inability to read on an independent level at the lowest graded vocabulary in the books in his room. In trying to find out which books were enjoyed most, the variety of responses indicated no trend, but rather a variety of interests. Since there were some ethnic or ethnically oriented books in most topic groups, it can be assumed that most of the children had probably read one or more books about people of a different ethnic origin than themselves.

In the classrooms visited these materials were placed where children had easy access to them. The teachers in each case were extremely glad to have them; these libraries usually represented a major part of the supplementary reading materials available in each room. The new appearance of the books was probably due to the fact that these books have plastic-coated covers.

Intermediate Teacher Aides

Context

Approximately 40 percent of the ESAP funds in Dorchester County were expended for the provision of instructional aides for grades 3,4,5 and 6. The objectives given in the August 1970 request for ESAP funds can be summarized as follows:

- Decreasing class size.
- Assisting teachers with small group activities.
- Assisting teachers with discipline.
- Assisting teachers in giving individual attention to students.
- Providing bi-racial adult contact for the students.
- Working with children who are using learning stations.

The application states that workshops will be provided for teachers who have aides and for the aides themselves to ensure that the program yields optimum results. Evaluation was to be based on a "fixed grade" approach; i.e., comparing the achievement of classes with aides with the achievement of classes prior to aides. Evaluation of general classroom functioning was to be made by instructional supervisors and by principals.

In a report to the Dorechester County Board of Education in May 1971, the following description of the instructional aides was presented. "Since Title I only provides aides from K to 2, the much needed aides from 3rd grade on (to 6th) are supplied by this (ESAP) program. Instructional aides are under the direct supervision of individual principals and elementary supervisors. It was commented by the Office of Education evaluators that Dorchester County aide educational qualifications were 1 1/2 years higher than educational qualification of aides in general."

There are approximately 2,050 children in grades 3 through 6 in Dorchester County. The intermediate aide program is functioning in schools having approximately 95 percent of 3rd, 4th, 5th, and 6th grade children. The ratio of aides to children, therefore, works out to about 1 aide for each 115 children. The program of aides in kindergarten through 2 in Dorchester County is supported by Title I funds and is on a 1 teacher - 1 aide basis or approximately 1 aide to 30 children. Since the ESAP aides could not be used in that way, the type of program in which they would work was generally left to the discretion of the principal. Ten schools have intermediate aides and there seems to be some variance in the ways they are used in each of these schools.

Activity Design and Process

RMC personnel visited the schools in which about 60 percent of the intermediate aides are located. In each of three of these schools one of the aides was being used in the library full time. Other aides were, of course, being used in classrooms. In general, the time which each aide spent in the school was divided among the number of teachers there.

A program in one of the larger intermediate schools seemed to be well tailored to the skills the aide could bring to the program. This aide reported that she had taken a college art course which she had immediately been able to put to use. Her schedule required that she work for eight teachers for one-half day per week and for one teacher a full day per week. In addition to art, she worked with the slow students in math and reading; and she did some typing and stencil cutting (particularly for the teacher for whom she worked the full day). She indicated that 90 percent of the children with whom she worked need individual work not only because of their achievement problems, but because they need the affection and attention an aide can give. She said that many of the children in her groups are underpriviledged and many come from foster homes or live with aunts or grandmothers. She indicated that she works with approximately 40 students per week.

Another way of utilizing instructional aides was observed in one of the other intermediate schools, the one which has the highest enrollment of intermediate school children in the County. The principal there felt that if his faculty had the main voice in deciding the use of aides, better use of this type of resource would be made. Because the teachers in this school felt that they would like to have the use of an aide each day, each aide divides the day between five teachers. In an interview, one of the aides in this school said that she worked mainly with children who were reading below grade level. In addition, she does some typing for teachers and voluntarily helps out in the cafeteria. In commenting about future activities for the program, this particular aide felt that it would be beneficial to be able to spend more time with "lower children, work with other than reading, and also felt a need for a workshop for aides."

Several of the schools use instructional aides in the school libraries. The libraries in the schools which are fortunate enough to have them are more basic than the instructional media centers in many school districts. Two of the instructional aides who spend all their time in libraries were interviewed. When each class in these schools comes to the library at its appointed time once per week, the aide helps the children select books and listens to children read once in awhile. She also is responsible for checking library books out and in. Both aides reported "little informal coming and going to the library, most children come at the appointed class time each week." One aide hoped that next year all children could get more involved in the library and that it could be a little less formal than it was this year. Both aides indicated that their libraries needed more books on black history and culture.

The thorough method used to select aides for this program (and probably for the Title I program also) is enlightening. Several persons commented that the method of selecting instructional aides was much more complicated than the selection of teachers.

Many of the aides first heard of the positions through the local employment office which works closely with the Community Action Program. Others heard of the vacancies through individual schools or individuals associated with the schools. One person had been a school volunteer in previous years; another had been a substitute teacher in a school where there were primary aides. Most of the aide applicants were interviewed by the employment interviewer in Cambridge first. (It seemed to the RMC personnel that this was particularly true with black applicants). Then each aide applicant was interviewed by four or five people on the school staff. Those interviewing the aides generally were (1) the person in charge of the ESAP program, (2) the person in charge of the other federal programs, (3) the intermediate staff supervisor, (4) the primary supervisor, and (5) in several cases the principal of the school where aides might be placed. The school staff interview for most of the applicants consisted of being interviewed simultaneously by three or four staff members. The selection process seemed based on much more than academic achievement, there seemed to be an effort to recruit persons who would be able to work with children and with teachers of many temperaments and backgrounds, who would be incidental workers in the community and who were really interested in helping both black and white children. There was a conscious effort to recruit both black and white aides and their placement was considered carefully in order to give each school a balanced staff so that the children in the schools could know both black and white adults. (See discussion of ESAP Advisory Committee for more material on community reaction to aide selection).

After being hired, aides were given lists of duties which aides generally perform in the Dorchester County Schools. One aide reported that she attended a one-half day workshop which gave her some orientation to her job. Most of the aides said that they worked out their own duties with the help of teachers and administrators this year. Several of them expressed the hope that they could receive more training next year. Because the recruitment and placement took place after the school year had started, little time could be spared for training.

When asked about the children with whom the instructional aides worked the most, they indicated in most cases that a high percentage was black--responses most often were in the 80-90 percent range. All of the aides who worked with children worked with the "slow children;" and most of them concentrated on reading. The aides who did not work in classrooms were responsible for one school area only, such as the library.

Outputs

The questions which are raised by this ESA Program are:

- Should aides be working primarily with the children who are achieving at or above grade level on some type of independent curriculum project and the more highly trained, and in most cases, experienced teacher be working with children experiencing learning problems? This might prove more advantageous than their concentration on the poorer achievers.

- Are there firm plans to evaluate this program in terms of achievement? It will be very important, if there are, to watch achievement test scores over the next two years to see if there is any improvement especially with those children the school has indicated is their target population in this project. For example, 4th grade children who were tested this year in the Fall will be tested in the Fall of 1972 as 6th graders. This program represents the main "enrichment" which they will experience since other federal monies seem to be concentrated at other levels in this school system. Therefore, this type of evaluation would be fairly indicative of the benefit of aides.

- Can we really assume that aides are helping in the desegregation of schools or are they being used mainly to try to help the disadvantaged child? It was indicated that the teacher-pupil ratio rose because of desegregation and that achievement spread within the classrooms was much greater due to desegregation. Therefore aides were badly needed. Probably some statistical evidence should be required to support these statements.

Resource Teachers

Context

The description of the program indicates that "resource services in assessment of reading level, remediation of reading problems, music instruction, and resource help with emotionally unsettled youngsters are provided by five part-time people under ESAP funding." The resource teacher project, not included in the original ESAP application, was added after much of the ESA Program was underway. When the program was conceived it was thought that it would be possible to have six half-time resource personnel in the program; however, this was not possible, so a combination of persons who could work full time or somewhat less than half time was used instead. A young, white, recent college graduate who majored in religious studies is the full-time resource person who aids in the field of personality development. Part-time teachers provide expertise in reading and music. These part-time arrangements vary; for example, one of the reading resource teachers is employed one day a week and one is employed through ESAP for two days per week. The reading personnel usually have taught sucessfully in the Dorchester County Schools and have been asked to return to help other teachers. Two of these people have had advanced education in the teaching of reading, but this was was not a prerequisite for their employment.

Activity Design and Process

The resource teacher program in Dorchester County represents one of the newer methods of inservice education for teachers. It is a much more subtle and possibly more effective way of training on the job than the more traditional after-school course or the two-day workshop. At the same time that the other teachers are being trained by subtle example, the children who have reading or behavior problems are being helped, or entire classes are being helped by music enrichment experiences. Since many staff members felt that school desegregation produced a greater range of achievement in each class, they have felt the need for help in dealing with this range.[1] The function of the resource teachers in this program is to provide assistance in dealing with the wide range of achievement, behavior, and interests.

RMC was able to interview (and in some cases observe) three of the five resource teachers in the program. Two were working part-time in reading and the third was working with children with behavior or personality problems.

The reading resource teachers were both working in the primary grades with the goal of improving instruction. One of the teachers previously had been an employee of the Dorchester County Schools and was working three days per week under the Title I ESEA budget. With the advent of the ESA Program she was retained for the other days of the week. The second was a former teacher able to work one day per week under ESA.

Reading resource teachers work in response to teachers who request their help. Since requests exceed the time available, these teachers truly function as much sought after resources. One resource teacher interviewed stated that she had accomplished her objectives of

- having teachers feel comfortable with another professional in the classroom,
- having regular classroom teachers observe new or different methods of working with children who are experiencing problems, and
- having them observe different ways of relating to children--both black and white.

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[1] In actuality this may not really be the case; it may be that school personnel are merely becoming aware of a problem that has always existed in classrooms and now, because of the added racial ingredient are seeking help to deal with it.

She felt that changes in classroom organization, changes in attitudes toward children, increased awareness of a variety of materials and methods in working with children on reading, and a broader understanding of the resource teacher's responsibility were accomplished through this program. She felt that there had been a positive change in some of the white teacher's attitudes about the learning abilities of the black children. She felt that some principals who had felt threatened about school desegregation now had a more positive feeling and made an effort to provide a greater variety of learning experiences for children.

When questioned about what she thought was the biggest benefit from this ESA program she indicated that she had seen "teacher's relationships to children change. Many teachers are thinking more about kids as persons rather than stereotyping blacks or whites or kids from a certain family, etc."

The other reading resource teacher interviewed was spending only one day per week in the program and was concentrating on one school and primarily in the third grade classes of this school. She had never been a resource teacher in the schools before and felt that she had not accomplished as much as she had hoped to do. She indicated that she concentrated on third grades because the first and second grades have aides on a 1-to-1 basis under ESEA, Title I and the third grade teachers will be involved in a reading program next year supervised by a professor from the University of Delaware. She felt that work with the third grade teachers this year would help prepare them for the succeeding year's program. This reading resource teacher felt that her presence was threatening to the teachers involved; that even though she was encouraged to work with students in the classrooms, the presence of another professional was only moderately accepted by about half of the teachers. She reported that her main accomplishments were changing class organization and teacher behavior in one case, and in two other classes, teachers had been induced to use some new ideas in dealing with reading problems. She also felt that she had made progress in helping children develop self-perception.

The school system provides no formal training for resource teachers. One of the resource teachers interviewed had had previous experience in the position, and reported that she received a great deal of informal training from her supervisor which was most helpful. The second resource teacher had spent one day with the experienced resource teacher but she could have used more help.

One of the resource teachers functioned as a "personality resource" at one of the largest primary schools in the county. Some of the staff members referred to him as a "father image" because his main purpose was to relate to the children who were experiencing emotional or behavioral problems in the classroom. If left unaided many of these children would develop into more serious problems in the intermediate or secondary schools. For example, many of the problems of school dropouts can easily be traced back to an inability to adjust in the primary grades. Because the

Dorchester County schools have few pupil personnel resources and limited community mental health services, this resource teacher was hired. Without previous school experience, he was a religious studies graduate of a large state university. His courses in psychology and sociology helped him assume this responsibility.

During an interview with him, he indicated that he does not have a set program; he tries to work with children as much as possible and has done a major amount of work with ten children in particular. His approach to children centers around talking and listening to them rather than trying to do psychological counseling for which he is not trained. His specific work with teachers and children in the curricular area included an aquarium project and a project on pollution which had its culmination in an Earth Week. He was able to include the young black custodian in the Earth Week project as his colleague. He also takes the students on many field trips. He said that when he decided to take his job that he expected that the "desegregation situation would be a lot worse than it actually is--most people now think that as long as this is a court ordered situation, that that's it and it will work." He feels that if he remains in the same position next year he would "like more authority in the job, I am sort of a peripheral person, I have to sneak around to win the confidence of the teachers and administration." He has learned a lot from the other teachers and he definitely has influenced the way at least three to four of them work with children. When observed with the children, he had a freer and more accepting attitude toward them than is typical of a regular classroom, but yet was able to get them to respond readily to suggestions he made about behavior or work.

Outputs

The resource teacher program in Dorchester County seemed positive for both teachers and students. It helped some children with problems and it provided new paths for teachers who need help in working with a diversified group of children. This program helps students, but perhaps more importantly it has the potential of helping many more students through its subtle, but concrete, method of teacher training.

Desegregation Library

Context

Since there are no college or research libraries easily accessible to the Dorchester Schools, the first application for ESAP funds requested allocation of some of the money for research materials on desegregation and black history. The objectives of the request were:

- to place literature relating to desegregation research, the desegregation process, black studies courses, etc. in professional libraries in every school in Dorchester County for easy faculty access; and

- to have this literature available immediately for maximum use during the desegregation process.

Fifteen hundred dollars was budgeted for this project; its effectiveness was to be measured by the extent of circulation of these materials.

Activity Design and Process

When RMC visited Dorchester County near the end of the Spring Semester, the basic library plan had been altered. The Director of ESAP had altered the emphasis and narrowed the breadth of the project. The Director felt that not all the schools were ready for this program and instead established a library mainly consisting of professional literature on topics related to desegregation. The library was placed in North Dorchester High School which had requested such a library. The emphasis on black studies resources was reduced. The Spring report on ESAP to the Board of Education described this professional library as follows: "An allocation was made under ESAP funds for professional library volumes which amounted to $1,500. These volumes are to deal with literature concerning guidance, desegregation research, social change, learning theory, and areas of the behavioral sciences that might better qualify teachers to approach our youth."

Outputs

Based upon RMC examination of back orders, approximately 66 percent of the amount expended thus far has been for books of the general professional type and 34 percent on literature relating to desegregation on black studies.

By placing this library in the one school desiring it this year, other schools have been encouraged to request such literature for their schools too. The administrators of the two junior high schools that feed Cambridge Senior High School have asked that their schools be considered for this type of a library next year.

Evaluation of this project by measuring circulation was not carried out by the LEA. It was felt that some of the faculty might not want to admit to reading some of the literature in the library. There was s strong feeling that it would be better to lose some of the books than to insist on a sign-out procedure which might inhibit use of the literature. The Director and school administrators felt that they were being used.

Inservice Education

Context

The scope of the ESAP inservice education program is best described in this quotation from a report to the Board of Education. Nearly all the money allocated for the inservice education program was planned to be spent after the school year ended.

> "Funds were allocated for a workshop for instructional aides.
>
> A speech workshop emphasizing speech in the learning process and nonverbal communication was funded.
>
> Funds were appropriated for teacher workshops with regard to new approaches in teaching.
>
> Some funds were allocated for services of a consultant to work with educational administrators in Dorchester County.
>
> Intensive training sessions for 30 staff members were funded. These training sessions are to deal with the new demands made upon teachers, and the new expertise required of them.
>
> Some of these services and workshops have been utilized, some are in the planning stages. A speech workshop is planned starting June 15--a graduate course sponsored by Washington College and ESAP funds will begin June 21, and continue for a month."

Activity Design and Process

Kindergarten teacher and aide inservice education: Dorchester County Public Schools initiated kindergarten programs for all children during this academic year. The kindergarten program began (1) with some staff members who had not completed baccalaureate degrees, (2) in temporary physical facilities, and (3) with inadequate equipment. Under these conditions inservice training was needed (1) to provide good educational experiences for the children and (2) to provide good professional support for the educational staff.

During the school year, Lois Piper of the University of Maryland worked with kindergarten teachers and kindergarten aides in an inservice capacity. These sessions centered around the behavioral expectations in five and six year old children. There have been thirteen full-day sessions with the kindergarten staff. Preceeding each full day session there has been a one-half day planning session either at Dorchester County or at the University of Maryland where pertinent Dorchester School personnel (usually the supervisor of primary instruction) and the consultant can discuss, evaluate, and modify plans for the staff training.

Day-time inservice sessions have been possible because aides can be responsible for classes while teachers are receiving inservice training. The reverse also can be used for teacher aide inservice training. The inservice programs have been held in Cambridge and locations out of Cambridge.

This inservice education has been a potentially valuable tool for ensuring the success of desegregation at early school levels in Dorchester County. Since many teachers are new to the staff and involved in new programs it is important to develop positive attitudes toward children and realistic behavioral expectations in children. All indications are that this has been a wise expenditure of funds.

Speech Workshop: "Communication" Its Effect on Learning". This workshop was held following the close of school in June. The present superintendent of schools, his successor, the state supervisor of speech and hearing, and 57 staff members attended. Because attendance at the workshop was voluntary, the question can be raised whether the workshop influenced those who need the program the most or merely readied those persons who are always eager to upgrade their professional knowledge.

Informal evaluations by supervisory staff at the schools were particularly positive about the influence the program could have on the desegregation process. They felt that the black consultants did an excellent job of relating black English to communication and explaining the importance of verbal communication to the total learning of children.

Other Inservice Training. Other ESA inservice projects that are taking place this summer are very similar to regular summer college courses. Some of these courses are being held in connection with Washington College and some are being presented by Lois Piper, the University of Maryland staff member who worked with the kindergarten inservice program.

Administrative Secretary

Approximately $2,700 have been expended from ESAP funds for secretarial support to handle administrative details required by ESA Programs.

This position had not been requested in either the preliminary or amended ESAP application. Although no monies had been requested for administering ESA activities in Dorchester County, in fact, the County was chosen for (1) a GAO audit, (2) first-phase ESAP evaluation, and (3) second-phase ESAP evaluation, in addition to being responsible for the regular tasks required by administering eight or nine special projects in their first year of operation. As a consequence, a great deal of the ESAP Director's time and that of other administrative personnel and clerical workers was required to provide materials and assistance and responding to answer inquiries involved in the various federal evaluations. RMC's assessment is that much more than $2,700 was actually warranted to support the administration of Dorchester's ESA activities during 1970/71. It is felt that a specific request for secretarial and administrative compensation for ESAP activities should be included in the 1971/72 funding application.

Kindergarten Equipment

Although the kindergarten equipment project in Dorchester County may not seem relevant, it did have an indirect connection to school desegregation. Dorchester County instituted kindergartens for the first time in 1970/71 mainly because of state encouragement. It was one of a few remaining counties in Maryland without such a program. Because money for play equipment was the only item missing from the program, these funds were requested from ESAP.

So that desegregation would be a positive experience from the beginning of each child's school experience the request was made for play equipment of the type which would encourage group play. This equipment, which cost $150 for each of ten classrooms, was similar to the "Creative Playthings" type which is sturdy, usually large, and able to be manipulated by two or more children in a learning-through-play experience.

Although teachers were able to choose play equipment to suit their individual needs, equipment was part of an inservice program presented by Lois Piper of the University of Maryland. In this program the learning-through-play concept, and use of play equipment to develop the large and small muscles of young children were discussed. Most of the equipment did not arrive until the Spring semester, so it has been used for only a fraction of the year. When RMC observed the kindergartens, children were utilizing this equipment and the teachers were convinced that positive benefits were being obtained from this equipment.

Although it seemed to RMC that this program was not related to a specific need caused by desegregation, it was felt that from an educational point of view that it filled a need in the kindergarten program. It provided good learning opportunities for children in mixed group play and it provided a learning experience for teachers as they made the equipment selection.

GENERAL CONCLUSIONS

Community

The Marcou and O'Leary survey of opinions of the residents of Cambridge found that the issues of race and potential social changes lay behind most of the attitudes expressed. They found that people in Cambridge could be described in one of four categories:

- The whites who view social changes as inevitable and even desirable if carried out in the long range and if such changes have no major effect on their lives and properties.
- The whites who view social change as completely undesirable, even if inevitable, and who would resist the idea and all associated actions.
- The blacks who see social change as a helpful way of achieving acceptance and who put much faith in the basic goodwill of whites to enact change.
- The blacks and whites who are completely apathetic about any change.[1]

This survey had been made just before school desegregation. Although it seemed to RMC personnel that these categories are still valid, probably some movement in a positive direction had occurred. RMC observed that many of the white people who previously had seen school desegregation as undesirable had moved into the category that views it as inevitable. There were also a representative number of whites who before school desegregation had viewed it as inevitable, but who had shifted to viewing the process as desirable and hoping that it would bring about community change.

Many of the black people in the Dorchester community still seem either (1) apathetic about change or (2) are still counting on the white people to bring change, but there is some indication that a number of blacks are becoming interested in being personally active in the enactment of change.

Most people interviewed believe that progress, although slow, has been made in promoting and achieving desegregation. However, even though the schools are

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1. Marcou and O'Leary, Cambridge Plan, p.

desegregated, there is still widespread discrimination against blacks in other community institutions. A black advisory committee member and a Dorchester educator summed up this feeling:

> I see examples of discrimination against blacks quite often; many very qualified blacks are never given an opportunity. On the other hand, up until last year we had to go to neighboring towns in order to rent places to have our (black) social affairs such as dances, conventions, etc. . . . , but now certain places in Cambridge will rent to us. It might be tokenism, but I think we are making progress.

School

School desegregation has been simmering in Dorchester County for at least 10 years. Several methods to avoid real school desegregation have been tried--better school buildings for black schools, the freedom of choice plan, etc. By the time the Court ordered desegregation for Dorchester in the 1969-1970 school year, many of the people in the community must have felt that it was inevitable. In spite of the dire predictions for the 1969-1970 school year made by the vocal critics, in actuality that school year was in general appraised as "it wasn't nearly as much a problem as I expected." This next year, the nearly universal comment was that "This year is better than last." And many expressed the feeling that "we've made it." There is an implicit desire now to get on with a better quality and a more comprehensive educational program and better facilities in which to carry these programs out. This does not imply that because the schools are desegregated that real integration has occurred; it merely indicates that a big fear that was always lurking around the corner has been overcome and that the next big task at hand is to educate the black and white students in these schools in a meaningful way. This implies educating staff, reviewing programs, and the myriad other steps that lead to better education.

ESAP

The ESA program was intiated after Dorchester had experienced one year of desegregation. As in most school systems, the ESAP finances provided were small by comparison to the total school budget, but they offered help with few strings attached to cope with the problems brought about by desegregation.

Influence of Other Federal Programs

The program in Dorchester County, as in other areas, had to be planned quickly and be put into action hurriedly after acceptance. Many of the programs that Dorchester finally put into effect show the influence of other federal programs.

For example, Title I monies provide aides in the primary grades and ESAP is providing aides for intermediate grades; Title I provides minimal resource teacher help and ESAP provides further resource teacher time. NDEA funds are providing some input into curricular revision and innovation and ESAP personnel are also involved in this program's implementation.

Innovation of Dorchester County ESAP

Generally, the additions to the original application show more innovative approaches to dealing with problem areas than did the original programs that were accepted.[1] The crisis center program with its personnel outreach into the high school curriculum, the resource teacher method of inservice education, and the method of changing attitudes towards others via high interest classroom libraries of ethnic books are representative of new directions in Dorchester County.

Recruitment and Use of Personnel

The Superintendent of Schools and the Director of Federal Programs deserve credit for their choice of a Director of the ESA program. During this first year of ESAP it was necessary for the director to formulate programs quickly with the help of school staff and the citizen's advisory group; it was necessary for her to initiate these programs, secure personnel, supervise these programs in operation, and act as a resource for the constant stream of federal evaluators and auditors who came to Dorchester County during the Spring of 1971. This director's background in clinical and educational psychology helped her determine which programs would provide the most immediate results, and yet would have long-lasting benefits.

Hiring of personnel is one of the greatest problems in beginning a program after the start of the school year. With Dorchester's geographical location, it is even more of a challenge. However, it seemed to RMC that the personnel in the Dorchester program, for the most part, represented one of its strongest assets. Most of them were not certified educational personnel; they had varying degrees of formal training and came from various geographical areas: most only planned to stay a year; most were young; and some were there because of some dissatisfaction or problem in their lives. Altogether they were like a Dorchester Peace Corps. They brought new ideas, new approaches, and in nearly all cases a sense of social responsibility. Hardly any of them will be back with the Dorchester schools next year. Some will not be back because of uncertainty about appropriation of ESAP funds for 1971-1972, but most wanted to move on to other things. It is possible that many of them wouldn't have been able to contribute as much the second year. Perhaps an entirely new group of enthusiasts will add more to Dorchester's second ESAP year.

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[1] It should be noted, however, that some very innovative programs were originally suggested, but were not accepted because HEW did not believe they were specifically related to desegregation.

Benefits: Educational Versus Desegregation

Most of the ESA programs in Dorchester County have a greater educational than a desegregation component. But many times it is hard to separate these two components. In spite of the word impetus for ESAP, many of these programs must be considered as the start of a continuous educational effort rather than as emergency programs. Many of the prime reasons for ESAP in Dorchester County--poor communication, poor educational attainment, poor attitudes--existed before desegregation and probably did not noticeably worsen with desegregation. However, to bring about integration in the schools, these problems must be attacked. They are big problems needing more than $120,000 to solve; however, that amount of money helped by providing programs to begin the work for racial desegregation and for a better quality of education for all.

CONCLUSIONS

Center Program

The Center seems to have made a positive impact on the lives and achievement of the 20 students who have been there for the longest period of time. The dedicated staff has worked with these students educationally and with their personal problems. The staff has also performed an outreach activity into the North Dorchester High School curriculum to add some degree of innovation to traditional teaching. The Center raises two questions: (1) is there a degree of resegregation in this project, since 95 percent of the students served are black, or is this factor completely unrelated to the needs of the students in the Center; and (2) should the students in the Center whom the staff members perceive as having serious problems be in an ESAP-funded activity or in a special education situation?

Some further diagnostic work should be included for individual students in this Center to determine if the emotional problems, specific learning disabilities, and atypical behavior are serious enough to warrant further professional assistance by the school system. This would involve psychological, psychiatric, and, in some cases, neurological examinations. If diagnosis indicates that these students should be having special placement, special instructional materials, and specially trained teachers, then the school should provide them. There should be an expanded effort to get financial assistance through state and federal programs for good special education classes. Special education does not mean putting students "in a special class and forgetting them," but requires an environment where special needs can be taken care of but also where the children may engage in regular classes as much as possible. Center students are now doing this. The present Center would be more correctly funded under Title VI, ESEA than ESAP, however, it is generally agreed that the majority of the students in the Center would have quit school or would have been expelled if the Center program had not been provided.

Guidance Secretary

The addition of clerical help for the two counselors at North Dorchester High School has definitely enabled them to spend more time with students in professional counseling activities. Many of these professional counseling activities are related to problems that have come about as a result of desegregation. These problems, in many cases, have been solved in the counselor's office and have been prevented from becoming problems that would affect the school or large groups of students within the school. This small expenditure of funds seems to have brought definite benefits.

Guidance Aides

The guidance aides interviewed for this project are utilized in a variety of ways. In some cases it is difficult to connect their use with problems related to desegregation; however, in several other cases they have been used as persons to whom teachers can refer students with classroom problems that may be due to desegregation. The guidance aides can discuss these problems with individuals and, in many cases, a child who would be on the road to suspension and repeated suspensions can be helped to adjust to the classroom. In some cases the guidance aides are a valuable link to the community. Careful selection of persons to perform this role is especially important. Most of the persons interviewed seemed suited for the job. If this program is continued in succeeding years, some type of inservice education or consultant help might make the aides feel more comfortable with their jobs and might also make them more effective.

Paperback Classroom Libraries

Paperback classroom libraries were selected from the Scholastic Series for each 4th, 5th, and 6th grade classroom in Dorchester County. These libraries contain a higher percentage of ethnic materials than is available elsewhere in the district. They are available in each of the classrooms for informal or supplementary reading. In interviews with students, it was found that (1) they are enthusiastic about the materials, (2) they are being used by nearly all the students, and (3) they represent the major source of supplementary reading material available in the classroom. Since the majority of children using these materials would read either (1) about another ethnic group other than their own or (2) would read a success story of persons within their own ethnic group. This represents a subtle way of helping to break down ethnic barriers. This type of project also fulfilled the emergency component of the ESA program. It is an activity that can be done once and that will provide benefits rather than being the type of program that must continue to fulfill its purpose.

Inservice Education

The majority of the inservice education activities at Dorchester are scheduled to take place after the school session ends. The two programs that seemed (1) to be given at a time when needs were great and interests were high, and (2) to bring in persons with a variety of viewpoints and good professional credentials, were the kindergarten inservice and the speech inservice programs. Dorchester County is a place where innovative and perhaps subtle types of inservice programs are needed. The hour-long inservice programs after school hours would not seem to be nearly as effective in this school system.

To attract those educators to inservice programs who need the program the most during times when school is not regularly in session, there may be a need to either pay for tuition or to reimburse for attendance, or both. To receive graduate credit for ESAP courses given this summer, participants had to pay tuition. Participants who attended for workshop credit were the only ones attending without payment.

Desegregation Library

The proposal to place libraries of desegregation literature in schools for teachers to use to gain professional competence in that area was altered. During this year, a professional library containing some desegregation and minority literature was placed in the North Dorchester High School. This was used as a demonstration program to determine if other schools would request such materials. It was believed that this would be preferable to providing materials to schools without their involvement. Two other school administrators have requested that ESAP funds be used for this purpose in their schools next year.

Intermediate Teacher Aides

The teacher aide program seems to be well accepted by the principals and teachers, and was known about by the community when RMC personnel interviewed county residents. However, the teacher aide program supported by ESAP funds is often confused with the newly instituted Title I ESEA aide program. It is easy for persons in the schools and in the community to confuse the two programs.

Teacher aides for the intermediate grades are used differently in each school. Several of these aides were used to assume responsibility for the library programs in schools; rarely are they utilized on a one teacher-one aide basis.

This program was instituted because desegregation caused higher teacher-pupil ratios and broader ranges of achievement in the classrooms. However, in studying overall teacher-pupil ratios, there was no specific evidence that it is higher than before desegregation; also, there were no achievement test results to attest to the fact that desegregation did bring a greater spread in achievement. This program is one that does not fit the emergency category since it seemed that the prospect of not having teacher aides next year or in succeeding years could cause trauma to those who have gotten used to them.

However, test results and other indications are quite clear about the achievement of students, in general, in Dorchester County. There is some indication, for example, that general achievement has been in a downward trend in the intermediate grades (see summarization of Iowa test results in Tables D-11 and D-12). There is also some indication that there are significantly more disadvantaged children in the system than the average in national school systems. This would indicate that generally more time and more money would have to be expended to work with these students. (Preliminary national figures indicate a factor of 1.66 times that spent on the average student is required.) Teacher aides can help in this situation. However, there is great question about the role of the teacher aide. Should she do the non-teaching activities to free the teacher to utilize her time with instructional activities, or should she be involved in the actual teaching? There is definite indication that the teacher aides who work in the classroom in Dorchester County are involved in teaching, particularly with the students who achieve at a lower level than the rest of the class. It is RMC's assessment that the students with the greatest learning problems need the person with the greatest amount of professional skill to work with them.

If the teacher aide program is continued in the intermediate grades, RMC would have two recommendations: (1) that aides keep an accounting of their specific duties for two to three weeks so that school administrators can determine exactly how they are used, and (2) that an inservice program for these intermediate aides be provided to further define their role and to allow them to share experiences. (The aides interviewed believed this to be a definite need.) This workshop or inservice program should be ideally held with the intermediate teachers; however, logistically this is difficult, and the financial problem of obtaining substitutes so that both groups could meet together is nearly prohibitive.

Resource Teachers

The resource teachers in the Dorchester ESAP would seem to hold a great deal of promise for (1) helping children with specific needs and (2) providing informal, but very effective, inservice training for teachers. Teachers working as resource personnel were doing so in a variety of areas: reading, music, audio-visual, and behavior or personality. Although the program had started only in January, there was indication that it was having influence on teaching methods, teaching materials used, and attitudes of professional staff. It seemed to be helping to modify some preconceived ideas about teaching in a desegregated environment.

Administrative Secretary

The services of a secretary were required for ESAP administrative details. This was not requested in either the original application nor in the amended application, and the system was criticized for using ESAP funds for this position without a specific allocation. However, RMC observed that since several federal agencies had chosen Dorchester's program for audit or evaluation, extra clerical work was created because of ESAP. RMC would recommend that some portion of future ESAP grants to Dorchester should be earmarked for clerical work and for project direction in addition.

Kindergarten Equipment

This expenditure for equipment would probably not be needed next year. Although a case can be made for equipment helping in desegregation, there are probably areas with greater logical need such as the whole area of pupil personnel services in this system. But the expenditure for this project represented a small part of the total ESA allocation for Dorchester.

RECOMMENDATIONS

1. Look at problems as being caused by the nature of the educational system rather than problems mainly due to desegregation.

Desegregation is only one of the Dorchester school system's problems. Improvement is needed in many other important areas as well: facilities; curriculum relevancy; and the whole pupil personnel area--special education, counseling, and support services such as social workers and educational psychologists. Lacks in these areas are of concern to both black and white citizens. Some of the dropout problems, poor attendance, lack of achievement, and discipline problems described as having been made more severe by desegregation more realistically are probably the result of basic educational system deficiencies.

However, there is evidence that the Dorchester schools have been moving rapidly to provide a more meaningful education for their students. A steering committee from the community has been working on educational system objectives and facility plans; an augmentation of universal kindergartens has caused changes in the primary grades; and there has been mobilization to attack reading problems.

2. Consider ESAP as a change agent in educational and desegregation problems, but not as a substitute or stop-gap measure for long-range solutions.

Most of Dorchester's programs are of the type that will have had influence on education and adjustment to desegregation whether or not they are continued. For example, in this category would be (1) resource teachers, (2) inservice education, (3) the outreach part of the Center program, (4) classroom libraries, and (5) a professional library. Discontinuation of others such as (1) intermediate aides (in some cases), (2) parts of the Center program, (3) guidance aides, and (4) guidance secretary, might have a detrimental effect. Now that teachers and administrators have gotten used to these additions they would feel a definite loss and perhaps even antagonism towards HEW if there came a time when they were not refunded. Perhaps part of the ESAP planning should be a discussion of the future of these programs when federal funds are no longer available (such as has been the case in the phasing out of many Title III, ESEA, programs).

There are several pertinent questions that should be raised in recommending some of the Dorchester ESAP activities for continuation. These questions are mainly in the areas of the use of a type of emergency solution for problems rather than looking for programs after a thorough evaluation of needs. The following two are used as examples:

- It would seem that Dorchester's experience with the Center program again brings up the need--not for more ESAP-funded Centers--but for a thorough analysis by qualified professionals of this district's special education needs.[1]
- Should not consideration be given to ascertaining the specific educational benefits derived by the teacher aide program, before extending it? Comparisons should be made regarding benefits of

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1. Wynn, in Dorchester Reorganization, his study of Dorchester schools, chose this area to discuss in detail as an example of a program that was severely underdeveloped in this system. His study was completed in September 1968; however, there has been no movement in this area since then.

teacher aides on a one-to-one basis as compared to teacher aides on a one-to-multiple teacher basis. Is this educationally more sound and an economically more feasible way of lowering class size than employment of more professional staff? Should the teacher-student ratio be lowered by adding specialists?

3. Future funding of ESAP should consider the overall system.

In funding ESA activities in this LEA, HEW officers should be cognizant of the (1) overall needs of the system, (2) basic statistical characteristics of the student population, and (3) progress which is being made. This would help in determining whether projects should be aids to desegregation only or should also have educational components which seem needed in this system in order to make the desegregated schools desirable places to attend.

4. Future LEA evaluation of ESA programs needs to be an integral part of the program.

As in too many cases, ESA evaluation in Dorchester is based on comments and feelings, and not on much statistical data. This occurs in nearly every federal program in nearly every LEA in the United States. Dorchester does not have a research department nor can it afford presently to even think of such a department. Data processing, of the type utilized in many districts, is not available in Dorchester. However, there are some areas in the system of which specific evaluation can be performed, and with minimal investment of time and money. Several examples are cited below.

Some of the ESA programs are clearly additions to the curriculum or represent additions to the instructional staff. Many of them were clearly added to increase achievement. The following programs could be evaluated concretely by using the existing test structure.

Intermediate Aides: The employment of aides in the intermediate grades had as its primary objective the freeing of teachers to work in educational tasks with students. The Iowa Tests of Basic Skills are already administered to grades 4 and 6 in Dorchester. The administration of next fall's test could provide needed data on which at least a partial evaluation of this program could be made. To do this care would have to be taken to administer the tests: (1) at a similar time (September 1971, for example), (2) under similar conditions, and (3) to utilize scores of students only in schools having the intermediate aide program. Tables D-12 and D-13 indicate results of 4th and 6th grade Iowa Tests of Basic Skills for the past 6 years. Results

Table D-12

RESULTS OF IOWA TESTS OF BASIC SKILLS

Dorchester County
Grade 4
Percentile Rank of System Average

Date Tested							
Month	Year	Number Tested	Vocabulary	Reading	Total Language Skills	Total Arithmetic Skills	Composite
11	1965	577	23	28	31	21	27
11	1966	550	23	23	31	26	27
9	1967	582	19	18	26	21	22
10	1968	500	19	18	22	21	22
9	1969[a]	518	16	12	15	13	14
9–	1970[b]	493	14	12	13	13	11

[a] First year of Court Ordered Desegregation.
[b] First year of ESAP.

Table D-13

RESULTS OF IOWA TESTS OF BASIC SKILLS

Dorchester County
Grade 6

Percentile Rank of System Averages

Date Tested		Number Tested	Vocabulary	Reading	Total Language Skills	Total Arithmetic Skills	Composite
Month	Year						
11	1965	570	17	20	30	20	23
11	1966	505	17	23	38	25	26
9	1967	557	17	23	30	17	23
10	1968	553	15	17	27	17	17
9	1968[b]	556	17	17	27	17	20
9	1970[c]	488	15	17	21	17	17
9[a]	1971						
9[a]	1972						

a Schools having ESAP intermediate aides only.
b First year court ordered desegregation.
c First year of ESAP.

from sixth grade tests from schools involved in the intermediate aide program could be added to this group and compared. In the Fall of 1971, the sixth grade scores would be used to give some indication of achievement gains made by children who had been in classes for one year with the aide program. In September 1972, the sixth grade tests would be able to show relative gains made by children who had been exposed to the aide program for two years. After looking at these data at least partial answers to two questions inherent in the objectives of the program could be available: (1) has the teacher aide method of reducing class size resulted in higher achievement and (2) has the use of teacher aides resulted in reducing the range of achievement in classes?

Kindergarten Inservice and Equipment: The results of the *Metropolitan Reading Readiness Tests* given in the Fall of grade 1 could also aid in the evaluation of some of the ESA programs at the kindergarten level. Obviously this assessment could also be used to evaluate the addition of kindergartens over the county-wide area. Presently, reading readiness results are not available in an overall statistical summary; however, median, quartile, and range calculation could be made quite easily without sophisticated computational equipment. This could be done district-wide or on an individual school basis. By way of example, Table D-14 shows median reading readiness scores calculated by RMC for a random sample of five classes. Completion of the Table with scores from the Fall, 1971 tests would yield a measure of achievement change.

Use of Survey Questionnaires for Program Evaluation: The survey questionnaire form of evaluation could be used for certain programs in Dorchester. To see how this approach would work, we will apply it to one of the inservice programs as an example. The inservice speech workshop in Dorchester County was given after school closed in June. A one-sheet questionnaire for all participants with easily answered questions that can be processed easily would provide a subjective evaluation of the participant's perception of the value of the conference, and in particular, the applicability of the conference to the problems of desegregation. Another brief questionnaire might have been used to find out why some of the other staff members did not attend the workshop. This information might be used in planning future conferences which are based on voluntary attendance.

Table D-14

PERCENTILE RANK OF MEDIAN METROPOLITAN READING READINESS SCORES FOR A RANDOM SAMPLE OF FIVE KINDERGARTEN CLASSROOMS

School	Class	Date	Percentile Rank of Median Score	Date	Percentile Rank of Median Score	Difference	Significant Difference
H. P.	I-H	9/70	27 - 29[a]				
S. C.	I-F	9/70	35 - 44				
S. C.	I-D	9/70	25 - 36				
H. P.	I-E	9/70	36 - 38				
H. I.	I-T	9/70	11				

[a] Indicates that there were two scores at the mid-point.

5. The possibility of benefit from further technical assistance.

A school system such as Dorchester which has no research facilities and very little data available at a central location, probably could benefit by more intensive technical assistance in a federal program such as ESAP. Although they had many audits, evaluations, and visitations this year, some expert advice on desegregation probably would have been put to good use. The Director of the program is the type of person who would welcome expert counsel and be able to implement suggestions for programs, program modification and evaluation. Of course, to do this at the Regional HEW level would take a larger staff and a larger budget. In this system the assistance might prove to be worth the extra expenditure.

APPENDIX E

CASE HISTORY OF ESAP IN DUMAS, ARKANSAS

Principal Investigator: George T. Donahue, Ed.D.
RMC, Inc.

DUMAS, ARKANSAS

BACKGROUND

Community Description

The Dumas, Arkansas school district covers approximately 218 square miles, employs 150 people, expends $1,190,000 annually, and is a major business in the area. Its student population of 2,593 students, 1,486 black and 1,107 white, is drawn from three counties. Average per pupil expenditure is $457.00 per year, of which $360.000 per year represents the local and state contribution. Median family income is $3,000 annually. The community has been primarily delta farming emphasizing cotton, soy beans and rice, with current development of catfish farming. Recently, more factory and business jobs have developed, e.g., the Sunbeam plant, wood products, the United Dollar Stores central headquarters, McGraw-Edison plant, etc. The economy is both agricultural and industrial. Dumas is only 14 miles from the Arkansas River Development Project which could bring more business and industry. The community is a trade center for some 25,000 people. Its population is 4,600. The city is governed by a mayor-city council and has a full-time business manager. It is served by three daily newspapers, a local radio station and a weekly newspaper, the Dumas *Clarion.*

Funds to support the schools are derived from three sources--local property (30 percent), state appropriation (45 percent), and categorical aid from the Federal Government (21 percent). The local school tax rate is 46 mils, slightly above the state average and the county average. The assessment per pupil in the district is slightly below the average for the state. The district is assessed at approximately $10,000,000 and has insured facilities of approximately $1,800,000.

Social, Political, and Racial Context

Facilities such as hotels, restaurants, transportation, etc., are integrated in Dumas, but there is little social desegregation except in the schools and some activities such as little league, Girl Scouts (some troops), the American League and its baseball program, and the Chamber of Commerce. This is explained as more socio-economic than racial segregation. One black member of the Advisory Committee said everything is "above normal" in the community: "We're not having any trouble here." The physician who is president of the Board of Education feels the community has progressed a long way in view of the fact that only 20 years ago it was "a sharecropper and tenant farmer economy." One farm he provided medical services for used to have 700 families living on it. Today it has only 16. The families either moved into town or went North. The editors of the Dumas *Clarion* point out that the responsible people of the community--the Mayor, School Board members, the newspaper--took the position that desegregation is the law, and that they'll make it work.

There seems to be no real radical movement. There are some Klansmen and some radical blacks but the president of the Board of Education and the newspaper editors agree they're not "too vocal." The representative of the Lions Club and Chamber of Commerce says the racial climate is "fair to good overall--there is some division, but the community for the most part is willing to make the system work." Evidence of this is that the children of the white leaders, i.e., Board of Education, Mayor, newspaper editors, etc., are all in the public schools. There are fewer than 100 children from Dumas in the "Academy." One factor that seems to be bothering some whites is that there are "400 black children, living with grandparents, whose parents are elsewhere, and who, therefore, "don't contribute taxwise to their education."

The only real political issue is a Bond Referendum for a new high school--needed because of overcrowding in all the schools. Last year, it was soundly defeated--this year it was passed by three votes and is now in litigation. Last year the blacks voted in a bloc against it--they felt the proposed location was discriminatory. This year their vote was split because many of them recognize that by the time their children go through the whole Dumas system, they will have spent equal time in schools convenient to their living area as well as distant from it and that the same is true for white children. Contributing to the changing attitude was the appointment of a black to the Board of Education. It was pointed out that last year there was an issue over the appointment of an additional black as a principal. But this is no longer an issue, because blacks feel that the district is really trying to make desegregation work. There have been no petitions from the blacks to the School Board this school year.

School Desegregation

The desegregation plan adopted by the Board of Education, under direction from the Office of Civil Rights, HEW, September 1968 was designed to eliminate the dual school system by September 1970. The first 3 grades would use the Dumas Central Elementary School, grades 4-6 would be located in the Reed Elementary School, grades 7 and 8 would occupy the Reed High School, and grades 9-12 would be housed in the Dumas Central High School. All facilities, activities, programs, and transportation would be racially integrated.

As of September 1970, the district's 2,553 students were distributed as follows:

	Negro Pupils	All Other Pupils	Negro Staff	All Other Staff
Central Elementary	410	323	13	13
Reed Middle School	697	416	25	24
Dumas High School	379	368	14	19

At the same time, the Board of Education directed the administrative staff to seek out and implement a better way for improving the substandard curriculum, which contributed to the high drop-out rate. The median number of school years completed by Dumas students was only eight.

Because of these factors and southern tradition, the following problems emerge, as identified by the Board of Education and the Administration.

- The need to develop community acceptance and support of the unitary system.
- A need to develop leadership attitudes that will promote a community understanding in support of the desegregated system.
- A need for improvement in the quality of instruction so that educational needs of children with varying ranges of ability and background can be met effectively.
- Adjustment by teachers and students to an integrated, non-graded, team-teaching approach--not the traditional, segregated, self-contained classroom.
- Teacher understanding of, and provision for, individual differences of each pupil and his own peculiar needs in the desegregated teaching-learning environment.
- The need for an applied working knowledge of human relations in the interaction of black and white teachers on levels of teacher-teacher and teacher-pupil in planning and implementing a team-teaching approach in a flexibly grouped, non-graded classroom.
- The lack of knowledge, understanding, and appreciation of the Negro's contribution to the social, historical, economic and literary heritage in the growth and development of the United States.

The problem in Dumas is further complicated by the fact that a large percentage of the white children are from deprived environments and have the same learning characteristics as the disadvantaged blacks. This has its compensations however, because compensatory programs are well integrated.

ESAP Project Summary

The problems in connection with the establishment of a unitary school system as identified by the Board of Education and the Administration are enumerated above. They include community relations, improvement of the quality of instruction, the need for better human-relations among teachers, pupils-teachers, and pupils, curriculum revision including Black Studies, and the need for some specialized counseling of students and their parents.

The goal of the ESAP project is to bring about progress toward the amelioration of each of these problem areas. The objectives of the project are to use the Bi-Racial Committee and a special counseling program to improve community relations--and, by improving the quality of instruction, to bring about community acceptance of the unitary system. Additional objectives are to provide more individual instruction with appropriate materials, supportive adaptive programming, inclusion of Black Studies in the curriculum, and counseling of individual students and their parents.

ESAP has made possible the continuation of a teacher in-service effort begun in 1968, curriculum revisions (including some IP and the inclusion of some Black Studies), the establishment of a remedial program, the employment of two teachers and aides to support the team-teaching organization, the beginning of a media center, the establishment of a social-work oriented counseling service for children with problems and their families, and the purchase of sorely needed playground equipment for a primary school overcrowded when the district desegregated.

The teacher preparation activity concentrated solely on how to meet the needs of the disadvantaged student population because, in the two previous years, teachers had received in-service work in human relations and the conceptual orientation for effective performance in a unitary system. The activity concentrated on how to develop behavioral objectives on an individual basis and methods and techniques for individual and small group instruction in a team-teaching modified, ungraded organization. Teachers were paid to attend. All faculty participated. A media center and teacher training in its use have been established.

Some Black Studies materials have been introduced at the primary level. Packaged programs in reading, arithmetic, and language arts and a remedial reading laboratory for 90 intermediate grade youngsters comprise the major curriculum revision. Two additional teachers and 5 aides have been employed to support this effort and the thrust for more individualized instruction.

A mature, black counselor, well-respected in both the black and white communities has been employed to work with children and their families on a system-wide basis. He performs the usual school counseling functions and in addition some social work, e.g., assisting families with children in need of medical services to secure them.

He is neither a trained counselor nor a trained social worker. He is supported by a certified social worker professor from a neighboring college who visits with him weekly.

The district has purchased and installed $4,000 of equipment on a primary school playground.

Table E-1 is a budget summary for ESAP activities.

Table E-1

ESAP PROJECT SUMMARY

ESAP Activity	LEA Activity	Budget
Teacher Training	Teacher Preparation	$42,791
Non-Ethnic Classes and Materials	Curriculum Revision	29,874
	Remedial Reading Laboratory	4,540
	Media Center Development	1,710
Counseling	School Social Worker/Counselor	5,645
	TOTAL	$84,560

Bi-Racial Advisory Committee

There are only six organizations in the community. Each has a representative on the Bi-Racial Committee. They are NAACP, black representative; Lions Club, white representative; Chamber of Commerce, white representative; Jr. Chamber of Commerce, white representative; St. Peter Rock AME, black representative; and Citizens Improvement Council, black representative.

Mr. James Williams, Sup. of Elem. Instruction and ESAP project director acts as chairman. The committee has met once. All other contact has been by telephone from Mr. Williams to the individual members. The committee has approved the plan for expending ESAP funds.

One of the black members said he "knows the committee should meet more often." It is planned now to hold additional meetings to provide an opportunity for a progress report on the ESAP activities and to develop plans for a summer program. The district recognizes the advisability of more frequent meetings but explains it got neglected in their preoccupation with implementing their plans.

ESAP ACTIVITIES

Teacher Preparation

Context

As identified by the Board of Education and the Administration, teacher preparation needs centered around four problems: (1) to develop leadership and attitudes that would promote community understanding in support of the desegregated system, (2) to improve quality of instruction to accommodate educational needs of children with varying ranges of ability, (3) to adjust teachers to an integrated, non-graded, team-teaching approach, and (4) to improve teachers' working knowledge of human realtions. All of the above is to be accomplished in a district with serious financial constraints, despite the local effort in support of education, which is somewhat better than for the state generally. It was felt too that teacher aides would be essential to support the team-teaching, more individualized approach in the classrooms, the library, and in a remedial program supported by ESAP funds.

Activity Design and Process

For two years prior to desegregation, the Dumas teachers had received human relations training and conceptual orientation through the Arkansas Technical Consultative Center, Arkadelphia, Arkansas, together with teachers from other districts in Arkansas. But the in-service program this year concentrated on the characteristics of the disadvantaged child and the methods and techniques for helping him. The activity was structured to concentrate on development of behavioral objectives on an individual basis, techniques and methods for the grade level or subject taught, and ways by which the administration and teachers could work together to bridge the "academic gaps in a unitary system." The six sessions scheduled were to be led by classroom teachers already working successfully in a unitary system and some experts from the universities and other outside agencies. Six such classroom teacher leaders and a curriculum director from a neighboring school district have participated. The theory was that Dumas teachers would be receptive to suggestions and recommendations made by teachers like themselves. In addition, Dr. Joseph Frost, University of Texas, Dr. Joseph May, Title III Center, Monticello, Arkansas, Dr. Dwayne Haynes, Northeast Louisiana State University, Mrs. Cora McHenry, Arkansas Education Assn., and Dr. Samuel Sheppard, East Chicago Heights School District have led sessions. Teachers are paid $15.00 stipend for each session (scheduled on Thursdays after school hours). An additional teacher training activity has been the visits made by Dumas teachers to other districts successfully implementing team-teaching.

Outputs

Some of the outcomes of the activity according to the Superintendent of Schools and the project director are that teachers are more aware of the academic problems of students, and a majority of teachers are using more innovative and modern techniques and have a better attitude toward the disadvantaged child. The editors of the Dumas Clarion, which publishes much school news, felt the teachers "are really willing and trying" and have been "very conscientious in improving themselves." One white poverty parent of 7 children said the "schools are nice this year, the kids are happy." A black poverty parent with a child in junior high school feels "desegregation is working--the schools are O.K." The principals of the Reed Middle School and junior high school praised the methods sessions, "especially on IPI." The business manager confirmed 100 percent teacher attendance according to stipends paid, except for absences due to illness. The principal of the high school says the activity "helped teachers realize all students don't progress at the same levels, that they have to do extra preparation and set achievable goals for individual students." The activity helped desegregation by "teachers working together in small groups." Some of his teachers, he says, are trying to implement "IPI on their own." The principal of the Reed Middle School, grades 4-6, says the teachers "got lots of tips on getting down to the childrens' level, particularly in language and ways of motivating and rewarding kids." He thinks "the biggest majority of teachers are trying to use what they learned in the training sessions." The president of the Board of Education felt the program has helped the district "go farther faster than they would have without the program." The Citizens Advisory Committee member felt "its a good program, I believe," although he has had no direct feedback. One teacher felt she has made no changes in her teaching this year because "until more teacher-administrator planning is done it will be hard to employ more ideas and techniques with the many we already have." Another said she has, as a result of the sessions, decided that "individualized teaching might be the best method," and has experimented with it and "likes it." Another said she has changed her teaching to more "individualized learning" and has set up "learning centers." Another said she is trying "the praise method with my low group."

Curriculum Revision

Context and Activity Design

The Board of Education and Administration took the position that, with the broader range of individual differences represented in the desegregated groups, curriculum should be revised to accommodate this range, particularly at the lower end. At the same time, it was recognized that there was a need for the inclusion of Black Studies. Since the decision was made to move to team-teaching methods in ungraded classes, this too necessitated curriculum revisions appropriate to this approach. These organizational changes obviously would not work without supportive curriculum materials. Additionally, it was recognized that more modern methods depend, in part, on the use of appropriate instructional media. It was felt a media center should be started, where teachers could secure the teaching assistance they want and where they could be trained in their use.

The disparity between the scores made by black and white students on the SRA achievement battery indicated in 1969 that blacks in Dumas were ranging from 6 months to 3 years below the national norms at the elementary level. Many students could be classified as non-learners. In addition to the black underachievement problem, there were a considerable number of disadvantaged whites in the same handicapping condition.

The poor speech pattern of many black and whites also was of concern. Monosyllabic answers, non-participation in conversation, and generally poor language patterns of these children were considered conditions that inhibit success in school and life generally.

Further complicating the problem was the fact that when school opened in September there was overcrowding in the team-teaching areas and what was considered an intolerable pupil-teacher ratio, e.g., the first grade area had 125 pupils with 4 teachers--110 of the children had had no kindergarten. Some teachers had as many as 35 children in a reading group.

The district recognized that it was in no position financially to undertake a thorough-going curriculum revision program or to improve the staff ratio from the first grade through high school. The conscious decision, therefore, was to concentrate resources at the elementary level, and particularly at the primary grades. The theory was that if the school could do an effective job of giving the children the tools with which they could continue to learn, the problem of underachievement at the upper levels would be eventually ameliorated.

Additionally, it was felt that introduction of Black Studies into the elementary curriculum in a way that would point up the contribution of blacks to the American culture and heritage would at the same time provide motivation for black children and perhaps improve their self-image and sense of personal worth.

Accordingly, the school district, in their curriculum revisions set out to:

- introduce Black Studies into the elementary curriculum;
- secure materials and curriculum revisions that would raise the reading, arithmetic, and language levels of children particularly at the primary level;

- secure materials and develop an approach to improve the language patterns of deprived blacks and whites;
- relieve the pressures of overcrowded team-teaching areas;
- relieve the pressures on teachers in the primary grades because of the oversized groups by reducing the pupil teacher ratio; and
- develop a remedial reading program for 90 selected blacks and whites in the intermediate grades.

The plan called for the introduction of the "We Are Black Laboratories" and the American Album in all elementary grades. This has been accomplished

Activity Process

The materials and methods selected to raise the reading and arithmetic levels of children in the primary grades are the Distar materials and programs published by Science Research Associated. Distar materials and programs were also chosen to bring about improvement in the language patterns of selected children. These programs are now in operation.

Relief from overcrowding in the team-teaching areas was achieved by siphoning off 80 children per day, in groups of 10, for language arts instruction, with a teacher, in a separate small classroom area partitioned at the end of a corridor.

Reduction of the pupil-teacher ratio planning called for the employment of a separate language arts teacher and 5 aides to work in the team-teaching classrooms. This has been done.

To provide remedial help for selected intermediate grade children, the plan called for the employment of a remedial teacher and an aide and the setting up of a remedial reading laboratory in a mobile unit procured to house it. The program would use the materials and approach developed by the Education Development Laboratory. This was accomplished.

The planning, implementation, and coordination of the foregoing would be the responsibility of a supervisor of elementary education paid for partially with local funds, supplemented by ESAP money. This was accomplished.

All of the changes noted above were verified by personal observation of this writer. A black member of the Advisory Committee agrees "that all programs are on target." (He has small sisters and brothers in school.) The Lions Club member agreed with the program targets because "our area needs are the greatest at the primary level--they don't know the realities of life--this is the place to start, I feel,--then later move up the ladder of grades. Team-teaching is a good program for schools such as ours. After the transition is made, money should go to better teachers and fewer pupils per teacher. Teacher aides interviewed felt the program goals are clear--that their work gives teachers more time with small groups and provides more individual and small group help with "slow" children. "Some of these kids will never make it without a lot of individual help." All teachers interviewed felt the program has been implemented as planned and is functioning well.

Outputs

The outcomes of all these ESAP funded efforts seem to be the following:

There are no post-test hard data available yet. Perhaps test data are not a valid criterion for measuring the program effectiveness, yet the principal of the Central Elementary School was quite confident test scores will indicate significant progress when they are given in May 1971. The fact that the Distar program was implemented only in January 1971 did not seem to influence her confidence.

Observation of the groups using the Distar program was revealing. Small groups of black and white educationally handicapped children were sitting on the edges of their seats--all involved, curious, and proud to show their work. In the language arts program with the separate teacher the same observation holds true. Additionally, children were responding in complete sentences, were able to approximately use polars, prepositions, pronouns, action statements, etc. They seemed, as one teacher put it to "be really trying." They were "listening" carefully and following directions closely. The teachers feel childrens' language is improving, the programs are filling in readiness gaps, and strengthening all their school work--they "are learning to communicate."

One teacher felt an outcome not anticipated was that the program "seems to be bringing out withdrawn children who never answered a question. They're talking, responding, respecting themselves. Others respect them, they have improved self-image."

The employment of the five aides, all of whom have had one or more years of college, and the language arts teacher has relieved much of the pressure in the team-teaching areas. Aides have relieved teachers of some clerical work and duty responsibilities so that teachers are spending more time teaching with small groups. The aides help also, with small groups using the Distar program. They likewise have taken over the supervision of physical education for the primary children.

By hiring a separate language arts teacher, groups of 10 educationally handicapped children from 1st and 2nd grades are siphoned out of the overcrowded areas for 30 minute language arts periods five days a week, thus helping to relieve the pressures of large numbers. The project director felt an outcome he did not anticipate is "kids seem to want to do better in a different setting with a different teacher."

The remedial reading laboratory for grades 4-5-6, housed in a trailer, accommodates 90 students 2 or more years below grade level in reading as measured by the SRA tests of achievement. These children receive one hour per day in the Reading Laboratory in addition to the regular classroom instruction. The laboratory is staffed with a remedial reading teacher uncertified in remedial reading and an aide. It started January 1971. A Tack-X machine is used to establish "quickness with the eye," a tape recorder to improve retention of information, a controlled reader for comprehension, and a Flash-X machine for word identification. Childrens'. reading needs are established by "letting them read." Then an individual program is worked out for the child and is implemented by the teacher and/or the aide. Most of the teachers feel the children are "doing much better in their reading." The reading teacher felt the children--"although at first are depressed--sort of feel like now they are doing something." She has had a few letters from children not in the groups asking if they could join.

The ESAP media laboratory is just getting underway. The project director feels that it is impossible for teachers to try to meet the needs of the disadvantaged with the traditional approach. They were using very few audio-visual aids. With a student body 60 percent disadvantaged, the traditional approach was not motivating students to respond. Since studies have proved the effectiveness of audio-visual techniques, they set up a media laboratory with a competent consultant to help teachers learn to use it and to develop their own audio visual aids.

The outcomes are that many teachers can be observed using the laboratory. They were making their own dry-mountings, making flash cards, making transparencies, etc. All of the teachers in grades 1-3 have used it at least one. It is helping teachers to implement some of the ideas presented in the teacher-in-service program. This is good progress in view of the fact that the laboratory was not assembled until March.

School Social Worker/Counselor

Context and Activity Design

To accommodate the need for improved school-community relations and also to provide counseling to individual students with in-depth personal, social, vocational, or educational problems, a counselor respected and accepted in the black and white communities was sought. His work was to include a social-work component as well as the usual functions of a school counselor. He was to make visits to families to obtain the services needed from agencies other than the school. The contention of school officials is that helping families helps ameliorate school-identified adjustment problems, reduces the drop-out rate, and improves community acceptance of the schools as a unitary system.

Activity Process

A search was undertaken for a qualified social worker. One such candidate applied. However, the school district decided it would be better off using a black teacher from the district. This man was in his sixties, had lived for many years in the community, was respected by both blacks and whites, and possessed a sensitivity that seemed ideally suited to the job to be undertaken. Since he was untrained, he would be supported by a two-day pre-job orientation, and weekly in-service visits by a trained social-worker staff member of the AM&N College, Pine Bluff, Arkansas. The social worker began work January 1971 and is housed in a trailer office adjacent to the office of the ESAP project director. He works with students from all the schools. His duties are separate from those of the two regular counselors in the district, both of whom work at the Dumas High School.

The guidelines for the duties of the social worker are included below:

- make home visits for absenteeism,
- certify families for Title I benefits,
- buy clothing and shoes for needy school-age children and transport children downtown,
- prepare and maintain a current case history of all eligible students (Title I),
- confer with child about school or family problems,
- confer with parents about school or family problems,
- aid in transporting children for psychological testing,
- refer families to other agencies for help,
- talk with school nurses concerning children's medical problems,
- talk with school administrators, principals, counselors, and teachers regarding children's problems,
- help identify and plan what needs to be done for the unmet needs of students,

- encourage these children to improve their social and academic status, and
- cooperate and work actively with all civic groups and agencies who have services for children and their families.

Referrals are made by teachers, principals, other school personnel including the two high school counselors, student walk-ins.

Outputs

Outcomes of his activities are summarized, in part, in Table E-3, which represents a summary of his weekly log sheets from February to April 19, 1971. The counselor feels community understanding and acceptance of the schools has "definitely improved by my activities, expecially by working with the whites." His work with the blacks "has brought them along without chips on their shoulders." He says his work "keeps children in school longer and with fewer problems and helps maybe in their educational progress." He has been able to help "fill children's physical needs and get them in the right attitude." He has helped prevent some drop-outs. The project director supports these statements and says he "wouldn't swap the counselor for a trained social worker at this time. We're better off with him and his standing in the community." A white poverty parent visited by the writer says, "he got shoes for two of my boys (elementary) and pants for both so they could come to school. He's a wonderful man." A black poverty parent visited said he "got my daughter a pair of shoes--she couldn't go to school without them and helped her to go to Girls State at Little Rock." She feels this is "a great honor for my daughter, something wonderful--never happened before." The daughter volunteered "I'll get to stay in a motel. I never expected to go." The mother thinks "it's wonderful to have someone like him to go around and let so many parents know what's going on." One principal said the special counseling is "helping to keep kids in school." The high school principal says "he sure has helped me a lot, particularly with attendance problems--he even looked into a suspected dope-user." He knows 10 or 12 students who "are back in school because of Mr. Burns." The attitude of black people has changed quite a bit because of him. They feel "like the school is interested in all the students." He volunteered that desegregation "was more peaceful because of Burns." Another principal said he's "a great help informing the staff about the homes, getting kids back in the schools, and helping community understanding of the schools." The Black Advisory Committee member thinks "It's a good position--should have had someone to do this kind of job all along." A high school counselor said, "We're getting more and better information on needs because of him." A black high school counselor suggested, "Parents are finding out more where students are and how to work with the school."

Table E-3

SOCIAL WORKERS' ATTENDANCE DEPARTMENT WEEKLY REPORT

Month Feb. 1-April 29

Dumas Public School

Grade Level	1	2	3	4	5	6	7	8	9	10	11	12	Totals
Children Receiving Clothing	14	7	3	7		3	1						35
Children Receiving Shoes	16	8	4	7		4	1	1					41
Home Visits to Check on Eligibility	2	1	2	1			1	1					8
Home Visits to Check on School Attendance	3	8	2	2	3	2		1	1	5		3	30
Children Referred to Juvenile Court													
Conferences with Principals			10	2	1	5		1	2		2	15	38
Conferences with Teachers	1	7	4	1	1	6						3	23
Conferences with Guidance Counselor		1										6	7
Conferences with Nurse		1	4	2									7
Conferences with Parents	6	7	5	1	3	4	1		5	4	2	5	43
Referrals to Nurse			4	1	1								6
Referrals to Speech and Hearing Clinic													
Referrals to Child Guidance Clinic													
Social Agencies Consulted	1												1
TOTAL	43	40	38	24	9	24	4	4	8	9	4	32	239

Signature Sidney Burns

Other ESAP Activities

Because of desegregation and the increase in enrollment of primary children at the Central Elementary School, the playground was overcrowded and sparsely equipped. Accordingly, the District spent $4,000 for additional playground equipment. It is used heavily by black and white youngsters alike.

CONCLUSIONS AND RECOMMENDATIONS

Teacher Preparation

The teacher preparation activity is a logical extension of a long-term teacher preparation program begun two years ago. It appears to be a worthwhile expenditure of ESAP funds, particularly in the context of the curriculum, and organizational and methods changes undertaken to accommodate the special instructional needs of educationally handicapped students. It has induced many teachers to use more modern and innovative techniques and, to the extent these contribute to improved education, it is achieving results. There seems to be evidence that many teachers have a better attitude toward the educationally disadvantaged child. Black and white teachers, too, are relating well to each other, in part, because of the in-service program. These improved attitudes, teacher-to-student and teacher-to-teacher, are helping to alleviate the problems of relationships in the desegregation process. Inferentially, all of this is a contribution to teacher morale, essential if teachers are to function effectively. There is some evidence from the community that the children are happier in school; and some parents are happier with the schools as a consequence of teachers' doing a more individualized job. This has also helped to avoid undesirable incidents sometimes associated with the change to a unitary system. The stipends paid teachers for attending seem to be an effective motivator.

Curriculum Revision

The combination of the Distar program at primary, the separate language arts program at primary, the remedial reading laboratory at intermediate, the media laboratory, the six aides, two teachers and project director, appear to be an effective mobilization of resources concentrated on some priority problems of the district and a worthwhile expenditure of ESAP funds. The curriculum revisions represent a carefully considered use of packaged materials that enabled the district to make instant changes desired without subjecting teachers to the chore of developing behavioral objectives and then the materials to achieve them. The district avoided reinventing the wheel and probably saved considerable tax funds by so doing. The reading laboratory seems to be a successful approach toward mitigating the most serious reading problems in the Middle School. The media laboratory is a necessary resource, if indeed teachers are to implement some of the suggestions made in the teacher preparation program. The aides have made it possible to come closer to individually prescribed instruction and the addition of the Reading and Language Arts teachers have relieved pressures of crowding and disparate achievement levels of students. All of the foregoing could be accepted as contributing to quality education in the light of recommendations in much of the current educational literature. In an indirect way, they seem to be contributing to community understanding and acceptance of the schools since there is evidence that the black community has come to feel this year, "the schools are really trying."

Because both black and white disadvantaged children are actually participating, maybe for the first time in their school lives, there has to be a better attitude toward school on their part than heretofore. Teachers seeing this seem to be getting satisfaction from their efforts. Because they feel some childrens' attitudes and achievement are changing for the better, teacher-morale may be higher than under the segregated system. Recognizing these factors, together with the fact that additional personnel and media support reflect the desire of administration to put teachers in a position to do their jobs, undoubtedly has some constructive fall-out in the community.

School Social Worker/Counselor

There is no doubt that the creation of the position of school social-worker counselor is a worthwhile expenditure of ESAP money. The counselor is contributing to better education by impacting on the drop-out and absentee incidence. To community understanding and acceptance of the schools, he has made a strong contribution. These accomplishments are undoubtedly due, in large part, to the counselor's personality, disposition, and temperament, which have more than made up for his lack of training in the field of social work. The decision to support him with the guidance and counsel of a trained social worker from the university was a wise one. He is well-accepted by both blacks and whites with whom he has worked (acceptance by the whites has somewhat surprised him), and as a consequence has probably changed some whites' attitudes toward blacks, and done a great deal toward eliminating blacks' suspicions concerning the schools. His single, most important contribution, however, has been to individual students, and this is almost impossible to measure. To help in putting a child in a position to adjust better and attend school more regularly could have consequences extending throughout the child's entire school life and into his adult life. The same can be said for working with drop-outs and potential drop-outs.

This is probably the most innovative of the ESAP activities in Dumas. It suggests that a non-certified counselor with the right combination of personality characteristics, community contacts and respect, and maturity, properly supported with professional assistance, can make substantial contribution to the well-being of children and acceptance of the unitary system. The pattern is worth consideration by all districts faced with problems similar to Dumas.

General

An observer comes away with the impression as put by one resident: "The racial climate is fair to good overall. There is some division but the community for the most part is willing to make the system work." This has come about because of an enlightened Board of Education and Superintendent of Schools, whose own children attend the public schools. In combination with other leadership people in the community, e.g., the owners and editors of the newspaper, as they say, the "responsible people of the community said it's the law, we'll obey and make it work." This acceptance was backed up by good, long-term planning by the School Superintendent and Board of Education, which included carefully thought out blue-prints for pupil distribution, staff deployment, transportation readjustments, building renovations, curriculum revisions, beefed up supportive services, and in-service training. It seems as though they not only complied with the letter and the spirit of the law, but also took it as an opportunity to bring about many constructive changes in the educational system, that would be desirable at any time. ESAP has helped the District accomplish this by funding the activities described in the foregoing.

As a consequence, there is evidence the attitude of the black people toward the school system seems to be changing for the better--witness the recent vote on the high school bond issue--the total absence of any school-related racial incidents this year. They are beginning to feel the schools are really trying. The whites too, are not sending their children to "the Academy" and seem to understand desegregation can be made to work in the schools. This is not to say all the whites are happy about the unitary system, but they seem to have adjusted to it and so have their children. The "climate and atmosphere" in the schools "feels" good.

The key seems to have been sound planning by enlightened and determined leadership.

The reassignment of all of the district's children under the Dumas desegregation plan undoubtedly could have been accomplished physically without ESAP. To do so, however, without facing up to the concomitant instructional problems, teacher training and special counseling needs brought on, at least in part, by desegregation would have created a situation fraught with risks. ESAP enabled the Dumas district to make a smooth transition.

RECOMMENDATIONS

- We would recommend the continuation of all ESAP funded activities at Dumas. All of them are components in a well-thought out plan of desegregation and improvement of the quality of the instructional program.

- The District should give consideration to more frequent meetings of the Advisory Committee to receive progress reports on ESAP funded projects and to lay a foundation for consideration of future ESAP funding. Consideration might be given also to electing a citizen-chairman of the Advisory Committee. More aggressive Advisory Committee Leadership is needed. It is difficult to understand how the Bi-Racial Committee can improve community relations if it is not active and involved.

- In the light of the experience of the Dumas school district with the Distar method and materials with educationally handicapped youngsters, other districts with the same problem might consider use of this program.

- Because the media laboratory in Dumas is serving the needs of teachers and is relatively inexpensive, other districts could profit from the Dumas experience.

- The establishment of the Reading Laboratory seems to be a relatively inexpensive and effective approach to children seriously underachieving in Reading. Some other districts might consider a similar approach.

- The use of a non-professionally trained social worker-counselor and the pattern of support for him, and his method of functioning effectively with children, families and the community suggest this program could contribute much to other districts with problems of desegregation.

- If additional funding becomes available and the guidelines permit, the district might consider:

  (a) Establishment of a pre-school and/or kindergarter program for the culturally handicapped youngsters. There is no preschool or kindergarten program now available. Early compensatory readiness activities could pay off.

  (b) Expansion of the Distar and language programs for all children who need it and who could profit from it including intermediate and junior high school.

  (c) Expansion of the Reading Laboratory to accommodate all children at intermediate and junior high school levels who need it.

  (d) Employment of an additional social worker-counselor to accommodate children and their families who need this service and are not now getting it.

(e) Employment of a secondary curriculum supervisor to function in curriculum and ESAP as the elementary curriculum supervisor now functions at his level.

(f) A further reduction in pupil-teacher ratio by employment of additional aides. This would permit even greater individualization of instruction.

(g) The development of a stronger vocational education program with more training options for children not planning on post-secondary education.

(h) The establishment of a program to accommodate the educational needs of the brighter children from disadvantaged homes.

(i) The employment of a person skilled in tests and measurements to develop and implement a program to help teachers make better use of diagnostic test data.

APPENDIX F

CASE HISTORY OF ESAP IN DURHAM, NORTH CAROLINA

Principal Investigator:	Naomi H. Henderson RMC, Inc.
Other Participating Staff:	Shelton M. Granger Mark Battle Associates
	Carolyn Dorsey Consultant

DURHAM, NORTH CAROLINA

BACKGROUND

Community Description

The population of Durham, North Carolina, is about 101,000 of which 45 percent are black. The per capita income of Durham City residents is about $4,200 annually. Durham is in the heart of the textile and textile machinery industry and is a central staging ground for tobacco production (primarily cigarettes). There are many black-owned businesses in the Durham area, the most famous being the North Carolina Mutual Life Insurance Company, the largest black corporation in the world. Duke University and North Carolina College as well as other small colleges are located in and near Durham. Nearby is the Research Triangle, a research park with numerous scientific and medical companies.

There are 25 schools in the Durham City School System, while the county system completely separate, has 19 schools. Only the city schools were part of this study of exemplary ESA sites. The Durham City Schools have approximately 13,149 students enrolled: 8,249 black and 4,900 white. The school system employs about 1,037 individuals of which 70 percent are teachers. This operating budget for 1970-71 was about $9.3 million with 60.7 percent coming from state funds, 17.1 percent from county funds, 15.8 percent from a local supplement and 6.4 percent from the federal government including the $229,783 for Emergency School Assistance. The current annual per pupil expenditure is about $800, but school officials said by year's end that figure may have increased because of the loss of over 1,000 pupils to private schools, to county schools, and to residences outside the district. Of the 3,300 students, both black and white, who ride buses to school daily, 1,800 ride city buses with school tickets issued by the school system and about 1,500 ride in nine state-owned buses.

The Durham City schools are administered by a Board of Education composed of six members serving four year terms. The chairman is black and one board member is black.

There are many black teachers and black faculty at the local schools, colleges, and universities. A great proportion of the black community is interested in school affairs.

Although there are both a strong KKK element and a strong black militant group in Durham, neither group was much in evidence during the past school year.

Social, Political and Racial Context

Durham has some characteristics found in many university towns. There is the traditional gap between "town and gown" although many students have part-time jobs in town businesses. There is one predominately white university, Duke, and one predominately black college, North Carolina Central. Students from both schools often work in the public schools as either student teachers or as tutors.

There is an urban renewal project currently underway in the center of the downtown area and many old buildings are being torn down to make room for new office buildings and stores. Unemployment is not as high in Durham as in many other southern cities, and facilities for the public have long been desegregated and used frequently by both races. There is a substantial and relatively prosperous black middle class in Durham, partially due to the presence of several institutions of higher learning, the nearby research park, and numerous black businesses.

When parents were asked about the extent of racial harmony this year in Durham, many characterized it as "adequate" or "reserved." One parent said: "We get along but nobody goes out of their way." When asked how they felt desegregation was proceeding in Durham, several black parents responded that they were glad to see desegregation arrive in Durham schools, even if under court order, but they were not altogether pleased with the methods, (namely bussing) used to achieve desegregation. One white parent who sent a lengthly letter to RMC, stated that:

> ....cross town bussing is not only stupid but dangerous. One child has already been killed unnecessarily because of the concentration of busing and not having school patrols for the smaller walking children. Those who have tried to help or befriend the negro (sic) have been shoved down flights of stairs or threatened with bodily harm by other negroes. The 3 R's are a good part of learning, but being part of a group--respect and application of that learning to living has been dumped down the drain in order to achieve an integration of color not people. The Junior and Senior High Schools have all been constantly plagued with bomb scares and lack of effective discipline.

> The dress code had to be dropped and as a result, they only don't dress like ladies and gentlemen, they don't act like them either. You never know when your child leaves for school or a school sponsored function whether or not he or she will return all in one piece.

School board members commented that Durham achieved a great deal of success in moving from a dual to a unitary system with a minimum of problems and compared their achievement with the difficulties Charlotte, North Carolina, experienced. Other school board members and some advisory council respondents commented that full integration in Durham city schools has not been achieved but that it is a fact that students of both races now attend schools under one system. Board members and advisory council representatives alike commented that there was an increase in the exodus of whites from the city schools to private and county schools and that the increase this year was due to the elimination of the last vestiges of a dual system. Three new private schools were opened in Durham during the 1970-71 school year, bringing the total of private schools to eleven.

Several community groups, including the League of Women Voters and the Women In Action for the Prevention of Violence and its Causes, felt they had laid groundwork for the acceptance of desegregation in their organizations and in the community prior to the final district court ordered plan and felt they had been successful in easing the transition from a dual to a unitary system.

There were numerous school board meetings and related discussions this school year about the possibility of a city-county merger of school systems. Suggestions were made to assess a 45 cents per $100 of valuation supplemental tax rate to financially aid the merger. The proposed bond issue was set at $17.5 million with $5.5 million going to the city and $12 million to the county. The effective date of the proposed merger would be July 1, 1973.

As with all bond issues, the decision must go to the county and city residents for a vote. The first step would be to put the matter before the people by means of a referendum. However, the county commissioners, who are opposed to the merger, blocked the entry of the merger issue on the ballot for the election held on May 15, 1971. This will undoubtedly delay the merger but eventually, the school board feels, they will be able to convince the county commissioners, with support from county and city residents, to put the issue of city and county school system merger before the people.

This is the first year that a black has ever held the position of assistant superintendent in the public school system in the state of North Carolina. Dr. Frank Weaver, ESA Project Director in Durham, North Carolina, is also the

Assistant Superintendent of Instruction. Dr. Weaver views this year's ESA Project as effective as far as it went but that "only the surface was scratched in Durham; there is so much more we have to do."

While the climate in the Durham Schools during 1970-71, from the standpoint of all respondents, was not ideal, it was a year in which blacks and whites attended public schools together with a minimum of difficulty.

School Desegregation

Durham, like many southern school districts, operated under a "Freedom of Choice" plan for a number of years. This plan led to token integration because mainly middle class and professional blacks sent their children to the formerly all white schools. But most of the schools in the heart of the city remained all black and were ringed by nearly all-white schools nearer the city limits. Seventeen years ago, Durham, along with all schools in the nation, was under court order to fully integrate schools. At that time the school board proposed a plan that was more or less accepted by the community, with little overt resistance. Just before the opening of the 1970-71 school year the board submitted a much stronger integration plan to the community, one that moved toward a more equal racial balance for all schools.

On June 26, 1970, the Durham City Schools submitted their desegregation plan to the District Court of North Carolina. Modifications were made in that plan by the Honorable Edwin M. Stanley, Judge of the District Court, and on July 31, 1970 the final desegregation plan was accepted. The Court suggested only minor changes--the pairing of two schools to achieve more adequate racial ratios. Staff were integrated among schools on a 50-50 basis and a previously all black high school is now 40 percent white. To achieve the tenets of the desegregation plan, some school boundaries were changed and students were bussed across town to achieve racial balance. White parents were more upset over this change than black parents. Following are some of the major tenets of that plan:

- There will be 25 schools in operation in Durham; 2 high schools, 6 junior high schools, and 17 elementary schools.
- Geographical attendance zones were established for each school in Durham.
- Each child in Durham City, eligible to be enrolled in a public school, will be assigned to the school located within and serving the geographical attendance area.

- For the 1970-71 school year only, resident and non-resident high school seniors will be permitted to attend the high school in which they were enrolled during the 1969-70 school year, subject to the availability of space after all rights have been exercised regarding the "majority to minority" transfer provision.
- Enrollment in the Durham City schools according to geographical attendance zones will result in an adequate racial balance throughout the school system.
- Any pupil who is assigned to a school at which the pupils of his race constitute a majority of the pupils assigned to such a school, shall be reassigned to another school in Durham in which the members of such pupil's race constitute a minority, upon application of an application for reassignment made on behalf of such a pupil by his parents or guardians within 15 days after receipt of notice of assignment.
- Mentally retarded and exceptionally talented pupils may be assigned to facilities specifically provided for such pupils without regard to race, and in a non-discriminatory manner.
- The Superintendent of Schools may, with the approval of the Board of Education, change the assignment of a pupil to a school upon satisfactory evidence of undue and substantial hardship.
- Attendance areas and school boundaries and grade level taught at each school may be redefined by the Board of Education in order to accommodate the allocation of pupil concentrations to available facilities on a reasonable geographic basis.
- Faculty ratios should be the same as student ratios throughout the school system.
- Professional educational staff will be hired, promoted, demoted, and dismissed without regard for race, color or national origin.
- All course facilities, programs, and extra-curricular activities offered within a school shall be open to all students regardless of race, color, or national origin.

Schools opened on the 20th of August, 1970 with only mild confusion over which schools students would attend. Under the plan, 4,755 students were reassigned. Some parents, mostly white, refused to send their students to the newly assigned schools and sent them instead to several private academics and to nearby county schools. Administrators at the central office state there has been little violence, no boycotts and less student tension than had been expected. There were bomb threats at the secondary schools on and off all year but no actual damage.

Central office administrators stated that while the Durham City school system is small by comparison with other districts, their problems are not. They cite the following as their most outstanding problems:

- Lack of understanding on the part of most teachers, both black and white, to deal with the needs of disadvantaged students.
- Increase in number of teachers needing skills to deal with students in classes where there is a wide diversity of learning abilities.
- Limited number of teacher aides and tutorial teams for individualizing instruction.
- Poor communications between home and school.
- Only one guidance counselor for each secondary school and too few pupil personnel services available to students.
- Inadequate curriculum--existing curriculum, especially in the social studies, fails to meet the needs of all students.

Table F-1

ESAP BUDGET SUMMARY

RMC Activity Category	LEA Activity	Budget
Non-Personal Community Activity	Community Information	$ 10,154
Personal Community Activity	Home-School Coordinators	33,503
Counseling	Counselors	87,167
Ethnic Classes and Materials	Curriculum Revision	21,610
Teacher Training	Teacher Workshops In-Service Programs Observation Trips	69,311
Teacher Aides and Support Personnel	Aides	*[c]
Remedial Education Personnel	Tutorial Program	*[a]
Administrative Personnel	Administrative Support Personnel Student Activity Fund[b]	8,038
Total		$229,783

a. Funds for Compensatory or Remedial classes were expended under Teacher Training Activity because tutors and aides were used; and no ESA money was used to purchase supplies.

b. Money was to be used to aid in buying materials or supplies for students working on the Student Advisory Committee, but that committee never formally met and funds have not been used.

c. Included in figure for Teacher Training.

ESAP Project Summary

During the summer of 1970, school officials sent all principals copies of the ESA guidelines and asked them to submit ideas and recommendations for inclusion in the proposal. Three principals complied and the bulk of the proposal was written by central office administrators. In their proposal, Durham set the following goals for ESAP:

(1) Overcome past prejudices and change attitudes of school staffs. Improve public relations and human relations by disseminating information about schools and desegregation.

(2) Improve school attendance and the home-school relationship.

(3) Provide a black-white counselor team at all secondary schools.

(4) Provide tutorial teams for remedial education at secondary schools.

(5) Hire a consultant psychologist on a fixed fee basis for diagnostic psychological evaluation.

(6) Revise curriculum and make provisions for:

   a. multi-level and multi-ethnic instruction,
   b. minority races history and culture, and
   c. drug abuse information.

(7) Devise instrument to evaluate progress of children from culturally disadvantaged backgrounds. Base instruments on the new curriculum.

(8) Provide teachers with demonstrations of new, innovative methods and techniques showing effective teaching.

(9) Institute pilot projects in several schools demonstrating team teaching and non-graded concepts.

(10) Provide human relations workshops for teachers and administrators to help solve problems incident to desegregation.

(11) Provide substitute teachers to relieve regular teachers for visits to other systems with successful programs.

(12) Provide teachers with an increased number of teacher aides to reduce pupil teacher ratio and provide for more individualized instruction.

(13) Hire a secretary and bookkeeper to provide adequate clerical help for the ESA Project Director.

Judging from the list above, Durham had activities in nearly all of the ESA categories. Total funds requested were $323,482 for the goals outlined above. USOE cut the request for funds for the counseling activity almost in half and Durham had to drop the consultant psychologist and related services from their proposed plan. Funds requested for special curriculum revision were cut about 20 percent as were some salaries. The final grant totalled $229,783. Goal 5 above was dropped when funds for this activity were cut in half; goal 7 was dropped because revisions were not completed until year's end. Table F-1 shows budget figures.

Bi-Racial Advisory Committee

The Durham advisory committee was late in getting started. As late as May 7, 1971, the minutes of an Advisory Committee meeting indicate that "new members, who were recently added to the committee" had to be told about the functions of the ESA Advisory Committee. Committee members made visits to the schools where ESA programs were in operation to observe and become knowledgeable about ESA operations. Most of Durham's community organizations have a voice on the Advisory Committee but to date they have made few decisions or recommendations about ESAP. School administrators see the role of the Advisory Committee primarily as advisors who will become active in the writing of the 1971-72 ESA proposal.

Members	Affiliation
Mr. W. S. Gunn	Parent
Mr. W. C. Marvin	Parent
Mr. Julius Davis	Parent
Mrs. Mary Thomas	Parent
Mrs. Bessie McLaurin	Parent
Attorney A. J. H. Clement, III	Parent
Mr. James E. Kerr	Redevelopment Commission
Mr. Ernest Mangum	Operation Breakthrough
Mr. Alexander Barnes	Parent
Mr. Frank A. Ward	Parent
Mrs. B. D. Dills	Parent
Mr. W. T. Robinson	Parent
Mr. H. Steve Pittard	Parent
Mr. John Preston Hall, Sr.	Parent
Mrs. George Miller	Parent
Mr. Charles Smith	Human Relations Commission
Mr. Henry Moss	Redevelopment Commission
Mrs. Pat Thomas	Operation Breakthrough

ESAP ACTIVITIES

Community Information

Context, Activity Design and Process

For the most part administrative personnel felt the community was either enthusiastic toward desegregation or resigned to it. No one expressed the opinion that there was any large segment of Durham's population categorically opposed to school desegregation. To feed the positive side of the desegregation process, the central administration staff felt that the community should get regular, factual news inputs.

The school system felt that it should have a staff person responsible for disseminating all information concerning the Durham City Schools to community people as well as other persons in the educational community and in the state. The stated goal was: "To improve human relations in contacts with the various publics (sic), to heed their opinions and keep them informed in order to deserve and build good will, understanding, and confidence."

In addition, the program plan for Durham stated:

> "The court ordered desegregation plan, which necessitated pairing of schools, closing of two schools, and bussing of more than 3,000 pupils, has caused much inconvenience to many citizens. As a consequence there is a great deal of resentment and tension in the city of Durham. Many parents have declared that the rapidity of change has caused them many hardships. Several new private schools have been opened and hundreds of pupils have been pulled out of public schools and enrolled in private schools. To ease the tension, a good public relations director is mandatory. We feel that a full time director who is skilled in fostering good public relations is absolutely necessary."

The system was able to find a person who was knowledgeable about the school system (41 years experience in the city schools) and knowledgeable about the community. His duties at the beginning of his employment under ESA included the following:

- Becoming acquainted with appropriate personnel in Durham connected with newspapers, radio and TV stations.
- Becoming acquainted with duties performed by each member of the central office administrative and supervisory staff.
- Visiting each school in Durham to learn first-hand from principals and school staff about projects and activities in operation.

Outputs

After his orientation phase the Director of Public Information was able to communicate news about the system to the media fairly regularly. In addition, he has taken on the responsibility of organizing and printing a regular newsletter about the school system which is disseminated to parents of Durham school children, all Durham school staff personnel (principals, cafeteria workers, teachers, etc.), major community organizations and key personnel in the North Carolina Department of Education.

Parents and school staff feel that the newsletter is a valuable source of information but it does not appear often enough nor carry news of individual school activities in detail. The Director of Public Information has plans to set up committees from each school to funnel news into the central office on a regular basis beginning in the fall of 1971.

Home-School Coordinators

Context, Activity Design and Process

Durham City school officials anticipated that the cross-town busing of students and the shift of white students to formerly all black schools would cause problems in areas other than academics. They felt that students would have trouble achieving "sense of belonging" and would be alienated from other students in their new schools. Also central administrative staff felt that traditional options such as the PTA and parent involvement in school activities would be disrupted and parents would be less likely to be informed about their children's behavior.

Under ESA, four professionals were to be hired as home-school coordinators. Their primary function was to "work with the home and the school to foster a better understanding of children who have learning and adjustment problems." These coordinators or social workers were to work in four junior high schools in Durham.

Personnel that were recruited for this position included two ex-teachers who had some social work experience. The central administration staff person to whom the home-school coordinators report stated that the biggest problem at the junior high school level was the tense situations at all the schools between the long established "Dean of Students" and principals. The home-school coordinators' role evolved as one bringing the student's point of view to bear more realistically in discussions between the deans and principals and students. The home-school coordinator also was able to bring individual school problems to light for the central office staff since they met frequently at the central office to discuss problems, prospective solutions, and the progress of their coordination. The home-school coordinators felt they could identify problems of individual students and help to solve these problems before they could grow out of control.

At the beginning of the school year (about October, 1970) a formal list of duties for the home-school coordinator was drawn up:

- Under the direction of the principal, work cooperatively with deans and guidance counselors in meeting needs of children who are demonstrating attendance, behavior, or learning problems.
- Since many of the problems exhibited by children stem from adverse conditions in the home, home-school coordinators will visit parents in order to learn about the specific environmental difficulties which are interfering with the child's attendance and performance.
- When possible, work closely with parents in order to try to remove or modify some of the environmental pressures or obstacles which were responsible for the child's school problems.
- Coordinate with community agencies in order to help meet special needs of families and children which if alleviated, would make it more possible for the child to respond to the program of the school.
- Where appropriate followup regularly with families and children in order to maintain the interest and rapport necessary to preserve any progress which has been established.
- Develop a channel of communication between school and home by demonstrating an understanding, concerned attitude to families as the school's representative. It will then be possible to more successfully interpret the policies of the school and to encourage parent cooperation.
- Inform school staff regularly regarding the facts of home and environmental problems which are related to the child's attendance and other difficulties.
- Changes within the school, where possible, to improve atmosphere.

Outputs

At the end of the year, all four coordinators were interviewed about their duties and their opinions of this year's activities. Below is a summary of their responses:

Home-School Coordinator	What do you hope to accomplish by the end of the school year?	Have you noted any attitudinal change as a result of your work?	What was the most outstanding benefit of this ESA activity?
1	"To keep potential dropouts in school. To get parents more involved in school and to talk with teachers and observe classes."	"Yes. Students have a more favorable attitude toward school."	"To cut down on the dropout rate."
2	"To get students to try to understand school and school staff to try to understand the students. Try to keep students in school. Try to visit all the parents, but especially those with problem students."	No response.	"Parents gained confidence in the school and administration."
3	"To keep students in school. Get parents to cooperate when someone from the school comes to talk about their children and ask for their help."	"Yes. Especially with some students. There has been a decrease in the number of children being sent home."	"We are reaching kids that would have been left alone."
4	"To see to it that students carry on with work started by other agencies."	"Students and parents feel better about school. Parents are impressed that someone from the school is coming personally to see them."	"Involving parents in their child's education."

At the end of the school year, Home-School Coordinators, as well as other personnel hired with ESA funds, were asked by the ESAP Director to write year-end progress or evaluation reports. Below are some extracts from those reports:

I

"My work this year has centered around children with special problems--emotional, behavioral and learning. I have explained relevant home situations to teachers so that they can have a better understanding of their students' needs. Parental feelings about the child's progress and classroom adjustment have also been communicated to teachers and deans where this information can be used constructively. The parent-teacher misunderstandings have been avoided in this manner. As the home-school coordinator I have acted as a representative of the school to communicate to the parent the school's interest and concern for his child.

"Perhaps the greatest service the home-school coordinator renders is in the area of human relations. Through a personal and friendly visit, parents are made to feel the concern of the teachers and administration. Teachers may better understand their students as individuals with special needs, particularly where certain teachers have no experience with children of backgrounds different from their own."

II

"From the day we began work we concentrated our efforts on the attendance problem. We found many of the white students staying out mainly because they found themselves in a new situation--that of being in the minority. In this situation we are dealing with lower class white families whose views on education and desegregation are strong and are voiced openly. Repeated visits to the home have proved effective in many cases. Unfortunately, in others, assistance was required from the truant officer.

"One of the most important parts of our job has been to inform members of the faculty about the home conditions of their students. It has been our experience that knowledge of home conditions can enable a teacher to better reach a child. Also, we have been able to inform the parents of the rule, regulations, and goals of our school. We have tried to encourage parents to take an active part in their child's education."

III

"As home-school coordinators we have helped in maintaining communication between the home and school in instances where students have attendance problems, integration problems, or other difficulties which prevent students from making satisfactory school adjustment.

"Potential drop-outs have been encouraged to continue to come to school. These students have required several follow-up visits at their homes in an effort to encourage them to attend and keep them inspired. As an example:

> A seventh grade white boy, Ricky, stayed out of school one and two days a week because he didn't have any friends at school. He was very unhappy. His parents wanted to get him transferred to his predominately white school, where his friends were. The teacher cooperated in helping Ricky make friends. He's now included in their games and activities. He's a happier boy and his attendance has improved tremendously. His parents have a more favorable attitude toward the school."

IV

"Although I've only been working for less than two months, I feel there has been considerable progress and good results in general. The different ways I feel I have helped so far this year are as follows:

Of the seven homes I've visited where the only problem was attendance, there were five immediate positive results and a sixth has gotten better after repeated visits.

"I have helped ease racial tension. As an example: In one case a black boy was bothering a white girl on the way home from schoool. He was physically aggressive toward her. Later, when he shot her with a BB gun, the girl's mother called the police. It was thought that the mother was a racist, complicating the situation. I went and talked to the white mother. I explained to her that the boy was a problem at school, too, and that the school could handle the problem with her cooperation. She told me her different thoughts about the situation. In general, I explained to her the school's position and she explained to me her perspective. It turned out that she was not a racist and if I hadn't gone to visit her, both the school and the white mother would have had a distorted picture of the problem.

(It was thought best that I not visit the black mother because past experience with the school had shown that she could become hostile very easily. The Title III Therapeutic Team has handled the case and the counselor, who is more experienced, talked to the black mother.)"

V

"My main function has been to convey information between the home and the teacher. I also have utilized existing community services on behalf of families of children attending this school.

"Before visiting a home, I contact the child's teacher for a picture of the child in the classroom; his academic achievement, his attitude toward school and the difficulties he encounters. This I relate to the parents and their reaction is noted and reported back to the teacher.

"In addition, I attempt to elicit the parent's views about the school and suggestions for improvement. In the case of several white children, this has resulted in making the teacher aware of a child's negative reaction to being one of the few white children in an overwhelmingly black school. In other instances, I have provided the teacher with information about the home situation--too many children, for the mother to adequately care for, absent father, etc.,--which has enabled her to better understand her students underachievement and absenteeism. In all cases, I have gone back to the home to assure the parents of the teacher's awareness and understanding of their child."

VI

One Home-School Coordinator's Recommendations for Durham City Schools:

"(1) More and different steps to insure that each school has an effective and respected dean or assistant principal. Perhaps periodic rotation among schools should be considered.

(2) A remedial program in all subject areas, in particular math and English.

(3) An increased number of special education classes so that more students can participate.

(4) More, and more effective, truant officers. Two officers for the entire city are simply not enough.

(5) A drug counselor. If this were not possible for individual schools, perhaps a central office could be established. This would not only provide information for schools but could operate similarly to Vocational Rehabilitation in that the counselor(s) would confer with individual students and help establish a program for them.

(6) More support and supervision for the teachers from a central office designed just for this purpose. Orientation programs for the individual schools could be considered, especially for the new teachers.

(7) Additional training programs, similar to Industrial Arts, for the junior high student. This is particularly true for one school where there are so many students who have low ability and are older than the average junior high school student."

VII

"In our work, we dealt mainly with truants, potential drop-outs, and students with attendance problems for various reasons. In working with these students we found it helpful to keep a daily attendance record for all the students in order to watch the progress of an existing case and also to catch potential cases before they become serious. We also found it helpful to participate in various school activities including the discipline and guidance committees. These actions were taken to better understand the workings of the school and to better understand the students.

"Below are listed some statistics from October to May 18, 1971.

Number of cases	52
Number of actual home visits	161
Number of conferences and home visits	275
Number of cases on white students	14
(This is 30 % of my case load.)	
Number of referrals made	54
Operation Breakthrough	2
United Church of Christ	7
Health Department and/or the school nurse	4
Truant Officer	9
Guidance Department	6
Vocational Rehabilitation	9
Cooperative School	3
Psychological evaluation	2
Salvation Army Boys Club	2
Therapeutic Support Team	2
Consultations with the Welfare Department on	13 cases

"Not seen in the above numbers are the conferences held with caseworkers, or the number of conferences held with members of the faculty, including the deans and the principal. Faculty members were continually informed as to the progress and results of our investigations when it concerned a student of theirs.

"Also not available are the number of community contacts made, only those contacted. They include:

The Inter-Agency Forum
Edgemont Community Center
Edgemont-Few Gardens Workshop
Juvenile Court
Y.W.C.A.
U.O.C.I.
Neighborhood Community Councils (The presidents of MacDougald Terrace and Fayetteville Street Projects.)

"We were also able to compile a list of reasons students stay out of school. Some of the more common are:

(1) Lack of proper clothing (shoes, coats, etc.)

(2) Lack of parental encouragement.

(3) Loss of interest in school work. The school no longer provided motivation.

(4) Fear of a new and integrated situation.

(5) Inability to operate at the level of classroom peers."

Summary

Home-School coordinators aided desegregation primarily by improving attitudes of students and parents of both races toward the school. They also felt that they helped both black and white teachers better understand the home environment of their pupils.

Most home-school coordinators expressed their main job or concern was keeping students in school by following up on drop-outs and visiting the homes of chronic absentees. They saw this as their primary benefit to education.

In some of the schools where home-school coordinators worked they experienced a great deal of friction with principals and deans. One coordinator stated that the principal felt threatened by the presence of a staff member who reported regularly to the central office. One coordinator stated that on the one hand, the job of the home-school coordinator was to keep students off the streets and in school and on the other hand, the deans were increasingly expelling students for misconduct. Because the guidance counselor was overworked, he was unable to counsel students to prevent expulsion. The "pupil personnel team" of home-school coordinator, dean of students, and guidance counselor were not working in unison in this school. Each had established "territorial rights" and communication links between the three were poor.

Black parents were very pleased that black home-school coordinators were working at one school and several commented that it improved their attitudes toward the school. Central office felt that when the home-school coordinators report directly to the central office and not to a principal, there is a chance that more changes can take place in the system. This is in conflict with the team operation for pupil personnel services, but both coordinators and central office staff feel that until the entrenched "dean of students" position is eliminated or updated with new training and skills that there is not much hope for successful pupil personnel services "team" operation at the junior high level.

Counselors

Context, Activity Design and Process

Although there was a decrease in the student enrollment in the 1970-71 school year and the counseling load was reduced slightly, central administrative staff felt that problems of desegregation would overload the counseling staff already employed. The rationale for hiring additional counselors was twofold: (1) decrease counselor workloads, and (2) give students the option of relating to a counselor of their own race.

The ESA Program description for Durham stated that it planned to "add an additional counselor at each junior and senior high school to provide a better pupil-counselor ratio and to provide both black and white counselors at each school. In addition, it is planned to place two additional counselors at two elementary schools in an attempt to prevent problems of personal and emotional nature before they arise."

Durham was not able to fully meet this goal, as funds were cut in this area by USOE, but they did hire five additional guidance counselors, providing each of the six junior high schools with a black and white counselor. There were two black counselors and three white counselors already employed in Durham who received salaries from the local school budget. To meet the goal of providing a black and a white counseling team for each junior high school in Durham, three blacks and two whites were hired as counselors with ESA funds.

Outputs

In May 1971, a brief RMC questionnaire was given to all ten counselors in Durham although only five were hired with ESA funds. It was hypothesized that there would be some differences in the counseling approaches of ESA and non-ESA counselors as a result of desegregation.

In the course of the questionnaire, respondents were asked about their duties, the requests made of them, their role in desegregation, school problems, and their feelings about the climate at each of their respective schools. Table F-2 summarizes their responses.

Several "open-ended" questions were also asked of all counselors. Below are their responses to the more relevant questions.

Q. If you could do anything you wanted, what would you do to make your work more effective?

Responses from ESA Counselors:

- Have not had an opportunity to use my own ideas. Would give test and have guidance clubs. Use group guidance with eighth graders and more individual counseling. Don't feel that guidance counselors should be meting out discipline.
- Would like less influence from administration. I would set set up a testing program. The dean of students handles some problems without telling the counselors and I feel that we could handle some of them better.
- Install our own telephone. Have more group sessions next year; more community involvement.
- I wish I was in a position to meet the "normal" needs of every student. We don't have the time.
- Counsel the teachers. If a teacher has direct information about students she can pay better attention to them.

Responses from Non-ESA Counselors:

- Increase testing program. Institute personality and achievement tests for eighth graders.
- Eliminate counselors having responsibility for home rooms, bathroom duty. Blacks resent white authority. Need full time secretary. Begin orientation to junior high school at the sixth grade level. Need facilities for group guidance sessions. Change superintendent's viewpoint of guidance. Add weeks at beginning and end of school year for planning and consultation with students. Update record keeping system.
- Have a private office away from administration.
- Eliminate some of the paper work. Spend more time in direct pupil contact. More group sessions, let children have a "planning period" to discuss their problems. Let seventh graders discuss some of the physical changes that they are experiencing.
- More group counseling so that a greater number of students can be reached.

Q. What do you see as some of the effects or results of your work this year?

Responses from ESA Counselors:

- Rewards are few. Helped some students raise F grade to B grade.
- Smoother functioning of school, racially; more establishment of rapport with faculty.
- I've been identified by blacks as being here to make their adjustment easier. I have had some exchanges with whites but few have accepted me.
- Black students respect me as a counselor and the faculty has respect for me also.
- Some students, who were unhappy in the beginning seem to be well adjusted now. Students discuss their home problems with me. Have helped one student to get a scholarship.

Responses from Non-ESA Counselors:

- Created a good understanding. Improved racial climate by group guidance sessions.

- Students improved in their academic work; attitudes toward teachers and parents have improved. Have seen more change in students this year than ever before. Discovered that black kids are "just kids."
- Helping kids being self sufficient and responsible. Communicated the fact that I like people to everybody.
- Had effective sex education and drug education program.
- Seen social improvement and academic improvement in some students. Faculty worked with us more this year.

On the whole, there was quite a bit of difference in the way ESA counselors and Non-ESA counselors responded to the questionnaire, but RMC feels that the data did not support the hypothesis that because of desegregation the ESA counselors approached counseling differently than Non-ESA counselors. The data support the conclusion that the Non-ESA counselors were better prepared (e.g., four out of five were certified as counselors as opposed to only two out of five for the ESA counselors), had more realistic concepts about the role they were to play in this first year of desegregation and were more likely to modify their attitudes than were the ESA counselors. This is not to imply that the ESA counselors were not doing a creditable job, but rather, as a first-year effort, their activities were surpassed by the more experienced non-ESA counselors.

Some of the ESA counselors had recently been teachers, but their classroom experiences were often not enough to sustain them through periods of crisis. As a result, the deans and the experienced counselors often took responsibility for the more difficult cases and left the ESA counselor with the paper work or the less demanding counseling tasks. Several ESA counselors felt they did not meet the personal goals they had set for themselves this year or the goals which had been established for them by administrators.

Counselors also filed evaluation reports at year's end describing their activities during the school year and some recommendations for next year. Below are excerpts from some of those evaluation reports.

I

"This is written in response to your request for information that might help substantiate the value of having ESA counselors this year as well as again next year. ...

"... Carr is the smallest school to have two counselors, but it's also the school with the highest percentage (surely, I would think) of its students needing help from supportive personnel if their school experience is to be successful. It's a school with a smaller percentage of its students receiving the traditional middle-class endorsement for education. Thus, it would seem to me that there are factors other than size of school enrollment important in determining the number of counselors needed.

"The most important consideration, I feel, for my position being continued is the time that the school has been able to provide in meeting the developmental needs of our students. It has been my experience in two other junior high schools to find that the counseling center was involved in crisis situations almost exclusively; for example, pregnancies, drug experimentors, extremes in behavior (extroverted behavior always commanding more attention than withdrawn behavior). Most counselors I've known, due to lack of time and over time due to the role they've become accustomed to playing, adapt a philosophy that their job is crisis oriented. I consider it fortunate that I've not had to adapt to this pattern due to the time that's available with two counselors and 400 students plus the fact that the other counselor, having been at the school for years before I arrived, had become accustomed by necessity to dealing with crises. My differing experiences have led me to a philosophy that stresses a developmental rather than a remedial role. This is not to say that crises must go unresolved, but rather that whenever there is no crisis to meet, there still remains much to be done.

"Regarding the process of integration, there is much evidence to suggest that having a black and a white counselor available has soothed many situations that could have erupted. Many of the twenty percent of our student body with whom I worked at Brogden last year have come to me when they felt differences of opinion with other students at Carr. -Specifically, my first contact with students upon arriving was with cheerleaders who felt that they couldn't learn and perform cheers as they had been performed at previously all-Black schools. Conflicts had developed within the squad as well as in chorus and other areas. However, it has been only in these more extracurricular interests and their resulting conflicts that students have made a racial distinction between the two counselors. It has been necessary for concessions to be made and racial differences to be de-emphasized at such times of conflict among the students. On such occasions, tensions were relieved by group guidance for groups of students with conflicts; these were successful, I feel, because there were both a white and black counselor available to the group involved at these times.

"There are numerous examples of misunderstanding between the races. For example, white students, especially girls, mistook boastful, bullying language directed at them as threats. When helped to understand that for the most part this was simply another pattern of language, fears that were very real were alleviated. In dealing with these instances it's been, I believe, also my duty to understand the environment of many of our students but to somehow help lift their behavior and language to more acceptable standards rather than to excuse it and condone it because it had explanation. This is a rather ticklish matter to be dealt with in the counseling center, but in my estimation this can be most effectively dealt with here rather than in the deans' offices through discipline. As with most things, there is a right and wrong way to go about it. When students know you like them, they are not resentful of help that is sincere."

II

"This resume begins with the completion of orientation week, which included helping the black students adjust to integrated schools and white teachers. During this period some home visits were made in homes where students had not made the proper adjustment successfully. (e.g.) One student with whom I had worked with prior to now that I knew could do his academic work as a B student was refusing to do any work in certain classes, and had stated to me at one time when called into the office that "He knew the test, could have passed the test, but refused to take the test because the teacher did not like him and was always against him." This I felt was a false statement. A few sessions of counseling the student and home visitations, the student has now improved in attitude and academic work. This also led at times to interpreting special problems and needs of black students to white teachers. Counseling girls about personal problems, marriage, school, and family in to solve these problems along with sex education, film strips were shown and movies. A class was taught at the third period each day for seven weeks."

III

"Mobility of our student population has accelerated tremendously the past year. Growth of the student numbers has slackened to some degree, many students moved out of the district.

"The widely varying educational background these youngsters have experienced, makes it difficult in making an overall adjustment to their Junior High School. Language barriers in some cases have made assimilation even more difficult. Some of our students are youngsters who do not live with their parents. Rather they have been sent here for various reasons to live with relatives, and more often with friends.

"It is not uncommon to find the concerned influences of parents or adult supervision either misdirected or minimized.

"A significant aspect of our approach was directed at integrating school and community resources on behalf of the black students. The administrative thrust focused on systematically opening channels of communication so as to sensitize the subgroups within our community to the necessity for complementary approach.

"The involvement of parents were also needed. Some of the parents, as well as students, had attended the Malcolm X Free University, and had been indoctrinated by their teachers, whose values were different. Parents and students experience a degree of disorientation different from the average person.

"Everyday counseling was used to help the people and students to understand the whole history of Malcolm X. This has helped a lot to help the student make adjustment after moving into a totally new school and community environment."

Summary

From reading the year end evaluation reports of counselors, several points emerge:

- the concept of a black-white counseling team in the junior high-high schools was accepted and supported by both the new and the established counselors;
- problems this year due to desegregation warranted the use of additional counseling personnel; and
- even though ESA counselors were less experienced than the established counselors, they felt they had made some changes in individual school environments.

Table F-2

RESPONSES OF COUNSELORS TO RMC QUESTIONNAIRE

Questionnaire Summaries

All counselors interviewed stated that their main function was to counsel students. All were asked how many students they were responsible for counseling and the low was about 200 while the high was about 600.

When asked which activities they spent the most time on this year, respondents replied:

	ESA Counselors (N=5)		Non-ESA Counselors (N=5)	
First Choice	Personal and Social Counseling	(N=5)	Personal and Social Counseling	(N=3)
			Working with groups of students	(N=1)
			Vocational and Career Counseling	(N=1)
Second Choice	Vocational and Career Counseling	(N=3)	Vocational and Social Counseling	(N=2)
	Educational Counseling	(N=1)	Educational Counseling	(N=2)
	Discipline and Behavior Counseling	(N=1)	Student Testing	(N=2)
Third Choice	Vocational and Career Counseling	(N=1)	Educational Counseling	(N=2)
	Students Records	(N=1)	Vocational and Career Counseling	(N=1)
	Testing Students	(N=1)	Crisis Counseling	(N=1)
	Working with groups of students	(N=1)	In-Service Training	(N=1)
	Human Relations Work	(N=1)		

Q. What is the most common request you receive from white students?

A.

ESA Counselors		Non-ESA Counselors	
Personal and Social Counseling	(N=3)	Personal and Social Counseling	(N=4)
Educational Counseling	(N=1)	Listen to Grievances	(N=1)
Listen to Grievances	(N=1)		

Q. What is the most common request you receive from black students?

A.

ESA Counselors		Non-ESA Counselors	
Educational Counseling	(N=3)	Personal and Social Counseling	(N=3)
Personal and Social Counseling	(N=1)	Listen to Grievances	(N=2)
Listen to Grievances	(N=1)		

Q. What requests have teachers made for your assistance this school year?

A.

ESA Counselors	Non-ESA Counselors
Ways to help children.	Ways to help children.
	Ways to deal with discipline problems.

Q. What is the most frequent type of counseling service that blacks have received this school year?

A.

ESA Counselors		Non-ESA Counselors	
Personal and Social Counseling	(N=4)	Personal and Social Counseling	(N=2)
Educational Counseling	(N=1)	Educational Counseling	(N=2)
		Vocational and Career Counseling	(N=1)

Q. What is the most frequent type of counseling service that whites have received this school year?

A.

ESA Counselors		Non-ESA Counselors	
Personal and Social Counseling	(N=4)	Personal and Social Counseling	(N=3)
Educational Counseling	(N=1)	Educational Counseling	(N=1)
		Vocational and Career Counseling	(N=1)

Table F-2 (Continued)

Q. With which race or ethnic group do you find yourself working with most often this school year and to what do you attribute this?

A.

ESA Counselors		Non-ESA Counselors	
Black	(N=3)	Black	(N=2)
White	---	White	(N=1)
Work about the same with all groups	(N=2)	Work about the same with all groups	(N=2)

Comments: **ESA Counselors**

- So few whites here.
- Can relate to black students.
- 70 percent of my work is with blacks, but I give as much as I can to whites.
- I question my acceptance by blacks.
- Friendliness that you show.

Non-ESA Counselors

- Whites and blacks come in about the same.
- Two thirds of the student body is white.
- 70 percent of the school is black.
- Blacks relay on the counselor since was previously an all white school.
- No comment.

Q. This school year, have you been involved in resolving racial conflict or reducing tension in any way in this school?

A.

ESA Counselors		Non-ESA Counselors	
Yes	(N=5)	Yes	(N=4)
		No	(N=1)

Q. What have you done to reduce tension or resolve conflict?

A. Comments: **ESA Counselors**

- I have done very little because the deans handle racial problems.
- Talked to the students involved.
- Have rap or hassel session in outer office and students at times were ready to battle it out. Open the floor to hear each side.
- We had a basketball game--black hit a white girl; principal suspended him. Students (all) didn't think it was fair. I talked with students.
- I can nip a lot of things in the bud right here in the office; constantly on the alert for major flare-ups and try to smother them in the office.

Non-ESA Counselors

- Get them together and let them talk it over.
- I worked on only one incident. Black and white girls; interviewed them and their friends. Also talked to teachers and told them to look for the good.
- Joint conferences for kids getting ready to fight or over name calling; primarily through private counseling.
- Through discussions--mainly with girls. Try to get students to understand each other. Head off conflict.

Q. How has working in a desegregated environment changed the way you counsel students?

A. Comments: **ESA Counselors**

- Not at all.
- This is my first year as a counselor.
- No change.
- I have not been a counselor before.
- No change.

Non-ESA Counselors

- I have not changed my techniques.
- No change.
- I have changed my attitude about black students for the better.
- Never been in anything but a desegregated environment.
- No comment.

Problems As Perceived by Counselors

ESA and Non-ESA counselors alike felt that the following problems occurred regularly this year at their schools:

(1) Parents often came to the school or called about problems their children were having or with complaints about the school.

(2) The faculty often indicated that they felt uncomfortable with the wide range of student abilities.

(3) The faculty often indicated that the student-teacher ratio was too high.

ESA counselors felt that the following contributed somewhat to school problems:

(1) Overcrowding.

(2) Polarization of student body.

(3) Use of drugs.

(4) Inadequate supplies, materials, and equipment.

(5) Bussing.

Table F-2 (Continued)

Non-ESA counselors felt that the following contributed somewhat to school problems:

(1) Inadequate school facilities.

(2) Inadequate supplies, materials, and equipment.

(3) Loss of school spirit.

(4) Decrease in student involvement.

Q. How would you rate this school today, in terms of how well students of different races interact?

A.

ESA Counselors		Non-ESA Counselors	
Poor	---	Poor	---
Fair	---	Fair	(N=1)
Good	(N=4)	Good	(N=3)
Excellent	(N=1)	Excellent	(N=1)

Q. How would you have rated this school last September in terms of how well students of different races interact?

A.

ESA Counselors		Non-ESA Counselors	
Poor	(N=1)	Poor	(N=1)
Fair	(N=2)	Fair	(N=2)
Good	(N=2)	Good	(N=1)
Excellent	---	Excellent	(N=1)

Q. Thinking of next year, how well do you think students of different races will interact in September of 1971?

A.

ESA Counselors		Non-ESA Counselors	
Worse than this school year.	---	Worse than this school year.	---
About the same as this school year	(N=4)	About the same as this school year.	(N=3)
Better than this school year.	(N=1)	Better than this school year.	(N=2)

Q. How many years have you worked in an educational setting where at least 10% of the students were from a minority group?

A.

ESA Counselors		Non-ESA Counselors	
Less than one year.	(N=2)	Less than one year.	(N=1)
One to two years.	(N=1)	One to two years.	---
Three to four years.	(N=1)	Three to four years.	---
Five to ten years.	---	Five to ten years.	(N=2)
More than fifteen years.	(N=1)	More than fifteen years.	(N=2)

Q. Are you certified by this state as a counselor?

A.

ESA Counselors		Non-ESA Counselors	
Yes	(N=2)	Yes	(N=4)
No	(N=3)	No	(N=1)

Curriculum Revision

Context and Activity Design

Durham school administrators knew that because of desegregation the community and older secondary students would want more relevant material in the curriculum than that currently being offered. There was some discussion before writing the proposal, students as well as teachers should be included in the curriculum revision plans. The options finally settled in was to have bi-racial teams of teachers review existing materials and hand tailor materials to the needs of Durham students.

The ESA program plan for Durham stated: "We plan for a curriculum revision in grades K through 12. This revision will offer three basic changes:

(1) multi-level and multi-ethnic approach to better serve the heterogenous grouping of our current classes;

(2) incorporate in our curriculum the contribution to history and the arts of various minority groups, and

(3) include drug abuse information at all levels.

This study and revision will be accomplished by committees of teachers developing such a curriculum during school hours and after hours."

Activity Process

Durham teachers did undertake to write new curricula and curriculum guides for use by their peers and they did receive stipends for the time spent.

Teachers were chosen by the Director of Elementary Education and the Director of Secondary Education to work on the committees. There were four committees at the elementary level: three committees for minority studies and one committee for drug abuse, and at the secondary level one committee on black studies. Teachers began work in October and the elementary teachers completed their curriculum package by May 1971. The secondary committee finished earlier in the school year, but neither group implemented the revisions. The individuals who worked on the elementary level stated that if the hours they spent during the year had been spent continuously, they would have worked about a month on curriculum revision (i.e., 22 eight-hour days). When interviewed, the elementary committees listed these as their most pressing problems they encountered:

- finding relevant materials,
- sixth grade teachers not sure how to incorporate the materials in the classroom,
- difficulty in finding resource material that is oriented to the elementary student,
- not enough guidelines or directions from central administration, and
- unclear or unspecified goals and objectives at the beginning of the year.

Teachers who worked on the curriculum revision at the elementary level felt they had been thrown into the job of writing new curricula with very little experience or preparation. They had each received letters or phone calls telling them they had been appointed to a committee for curriculum revision and that they would receive stipends for the time spent. They spent the first few months reading materials that the central administration had offered and researching materials on their own. They admitted to floundering around trying to find an approach to take in rewriting or revising curricula.

When asked what they had learned from this year's experience, they replied: "Among those working on the committees there was better communication that with other teachers on the staff. We were able to share ideas about teaching and other areas." "Learned some new sources of information and heard some new ideas." "Mastered some research techniques and learned new ways to teach research techniques to sixth graders."

After the school year had come to a close, RMC arranged for a black studies curriculum specialist, Miss Carolyn Dorsey, from the Institute of African American Affairs at New York University, New York City, to visit Durham and review the curriculum materials that all the curriculum committees had worked on and to interview participants who worked on those committees. Below is her report on the Durham curriculum revision activity.

> "In the 'Application for Emergency School Assistance' submitted by the Durham City Schools, the sections regarding curriculum concerns simply state 'that there was not adequate provision for multi-level and multi-ethnic instruction, minority races history and culture and drug abuse information.' And the need was for 'curriculum revision committees for K-12 and multi-media materials based on reports of committees.' And that 'this study and revision will be accomplished by committees of teachers developing such a curriculum during school hours and after hours.'

"During the visit I made to Durham, I did see and read proposed revised curriculum plans as well as interview some of the individuals who had helped design these plans. Thus, the Durham schools have made a start in redesigning the curriculum and have met the program goals which are minimal and say nothing about implementation.

"My reasons for feeling that a total commitment was not evident are as follows:

1. There is no one person on either level (elementary or secondary) who has curriculum revision as his or her sole responsibility. This means that persons with other responsibilities have to "fit it in." Curriculum revision is too important a factor for this. For example, the Secondary Supervisor was very highly spoken of and it was felt that his interest and sincerity were genuine but he was too busy to give the kind of attention needed.

   Secondly, the ladies working with the elementary curriculum pointed out that they were unable to give the work what they should working during the evenings; they had their home responsibilities after their day at their respective schools. Note: The proposal stated that the committees would be working "during school hours" as well as after. There is a rule that they cannot engage in such activities during the school day. They suggested that it would be more fruitful to have the work done during a three, or whatever it takes, week stretch during the summer recess where undivided attention could be given.

2. My second reason is somewhat tied in with the first. The elementary group, in particular, did not have in mind clear and concise objectives and felt they should have been more clearly defined "all down the line." A curriculum coordinator, as suggested above, could provide this direction. Without it, the work is sure to suffer.

3. The elementary group seemed satisfied with the resource materials that had been provided but the secondary group was not. Evidently, they had not been given funds to purchase books in order to establish a resource library for black studies. There is an overabundance of materials now coming out on the market as the various publishers take advantage of this new market. Before a committee can make wise decisions as to what to incorporate, there must be an opportunity to review the books and multi-media materials. If there is not an adequate book store in the city or on one of

the campuses near by, the system will have to establish one at the Board or send a committee member to a location where one has been established. A coordinator could be responsible for collecting information on the books and multi-media materials and setting up a library. Many books could be obtained free simply by requesting inspection or examination copies--but someone needs to be assigned the responsibility. It could be done by a Board secretary once she was provided with a list of the publishers and the producers of multi-media materials. These lists are available in the various professional journals.

4. Another serious problem that the Durham secondary schools are going to have to work out is that a rule has been established that a black studies class cannot be conducted unless a certain number of white students enroll in the respective elective classes! I can see this as a disadvantage for the black students who desire black studies classes and can see how it could work toward the elimination of black studies classes in some of the schools. It is a question that has arisen throughout the nation and I feel such a requirement is unfair when black studies classes are elective. In fact, there should be either a required black studies class on the secondary level or a guarantee that there will be black studies and other minority inputs into the other course offerings, where applicable.

5. A teacher workshop will be held in the summer of 1971 where integration and its problems will be discussed. This workshop, however, is not compulsory. It is voluntary, plus limited. Too many who need to participate in such discussions as those on teacher attitudes, the new curriculum and how to implement it, teaching strategies, etc. will not be in attendance.

6. There was no communication between the elementary curriculum revisers and those on the secondary level.

"There are problems that arise due to the relationships of local systems with the state system that need to be looked at when proposals are submitted. For example, the seventh grade committee, which developed a plan for Africa, Asia, and the Pacific Islands that will be required by all seventh graders and which will be in effect in the fall of 1971, is unhappy with the text that has been adopted by the State for use. There should be a change in this kind of a relationship when new curriculum projects are undertaken on a local level or funds should be provided under the special federal funds given on that local level or the local system should provide the funds for the text considered most effective by the committee writing the revision.

"Sensitivities need to be discussed with some local community leaders. Such statements as the following appeared in the curriculum revisions: "The natives are very jolly people." and "Dancing comes natural to the natives." !!!

"Because of these kinds of concerns and others, the new curricula, when ready for implementation, should be presented to the teachers involved by those who worked on them in some form of workshop or in-service training. They should not be simply sent out cold in the school mail for the teacher to implement but an assembled group should discuss them, teaching strategies, phrases, words and the like to be avoided, etc.

"A good suggestion raised during the interviews was that there was a duplication of efforts that was wasteful. It was suggested that a central agency be established either on a state, regional, or national level where the systems which are working on this problem could place on file a report on their experiments which would in turn be shared with others faced with similar problems and engaged in similar projects.

"I suggested that some of this work and research was being written up in the professional journals and they could read from these. But once again, a busy teacher does not have time to scout for these. A central agency or a local librarian or a college student could be given the task of writing a bibliography on these articles and seeing that it is sent out to the local teachers for their use as they see fit.

"In fact, ties could be established with the local universities and student-scholars could help the local system in many ways; one in particular would be seeking out information on the role of contributions of blacks and other minorities in the development of the State of North Carolina."

Summary

- In Durham City schools, curriculum revision has a low priority.
- Curriculum revision has been superficial on the elementary level; the curriculum package needs much more work to make it an effective teaching tool.
- Those on the secondary level appear more deeply committed, hard working, and very frustrated with the lack of committment on the part of central administration.

Teacher Preparation

Before ESA funds were granted to Durham, teachers had been attending some inservice programs. ESAP provided a continuity in those programs and increased the number of teachers who could participate.

About 25 percent of the total ESA budget for Durham was spent on teacher preparation. The bulk of the monies was to be spent on a summer workshop (this will be discussed later in this section). During the school year, ESA monies paid stipends to teachers and financed several observation trips for teachers and principals. The activities during the school year that can be classified under the heading of teacher preparation include:

- human relations workshops,
- inservice programs,
- observation trips to view exemplary and innovative programs in other systems, and
- teacher aides.

At the beginning of the school year a series of workshops were held at 21 out of 24 Durham City schools. Almost all of the workshops were conducted by the Educational Leadership and Human Relations Center, from Saint Augustine's College in Raleigh, North Carolina. They were held after school hours and usually included a meal prepared by the school staff. Participants received a $3.00 an hour stipend for attending. Attendance was not compulsory but most school staff did attend. The bulk of the meetings were conducted in the following manner:

- an introduction from a central administration officer,
- a guest speaker who spoke briefly on the purpose of the meeting for a particular school,
- introduction of consultants and resource groups,
- breaking up into small discussion groups, and
- returning to one big group to tie up what had been learned.

In general, the purpose of these human relations workshops was twofold:

(1) to permit teachers in a given school to freely discuss problems they might have within their peer group, and

(2) to discuss the problems that teachers may have with students.

The overriding goal was to permit staff, many who were working in a true desegregated environment for the first time, to discuss problems they were having or problems they anticipated.

Two inservice programs were held during the school year on a first-come first-serve basis for teachers. The first was an inservice education program on drug abuse education held in late November, 1970. About 85 teachers attended workshops once a week for five weeks. They received stipends for the program of $3.00 an hour for approximately 15 hours of workshop time. The second program was for teachers who wanted more information in the area of social studies. These workshop series were held after Christmas and were attended by about 105 teachers from both the secondary and the elementary level.

At various times during the year, teachers and principals were invited to travel to other school systems such as Flordia, Maryland, Missouri, and Washington, D. C., to observe exemplary and innovative programs in operation.

Nineteen teacher aides were hired with ESA funds to assist teachers in the elementary schools. They received some training at the time they were hired but it was brief and mainly concerned with administrative affairs. The purpose of the teacher aides, as stated in a news release of December 9, 1970, was: "...Teachers, by being relieved of non-instructional duties, can give more time to the instruction of children. Initially, desegregation caused many classrooms to have children learning on a wider range of grade levels. ESA teacher aides are helping teachers to cope with problems caused by this situation." The teacher aides were each assigned to an elementary school and were utilized as the principal thought best. Some principals made regular assignments for teachers to use the aide; other principals permitted the aide to be used on an "as needed" basis by teachers. Some aides split their time between classroom duties and clerical duties. Most principals felt they could use more aides in their schools because too often one aide was asked to do too much. The aides commented that often the teachers had not planned specific tasks for them and simply left them in charge of classrooms as babysitters.

As stated earlier, about half ($34,000) of the money set aside for teacher preparation activities was intended to be spent in the Summer of 1971. The workshop is scheduled for August 16-27, 1971, for a limited number of teachers. The workshop is not compulsory and teachers will be admitted on a "first come-first serve" registration basis. The workshop is seen as centering on methods, techniques, and human relations. The workshop coordinator is Dr. Caldwell from the University of Arizona. Below is an outline of the plans for the summer workshop that Dr. Caldwell included in her letter to Dr. Weaver in May 1971.

	Monday	Tuesday	Wednesday	Thursday	Friday
Week 1	Basic Learning Techniques (to take place in the city park of Durham)	"Why Should We Have Schools ? role play, large/ small group discussion	Community Involvement Paraprofessionals Nurses School Support Staff	Grade K - 12 Child Growth and Development Learning Theory	Disciplines K - 12
Week 2	New Look at Curriculum	Rethinking Organizational Patterns	Creativity Day People relate to people	Short Range Goal Setting Flow Charts for Action	Summaries Future Shock Thrusts

Principals will participate in a "retreat" during this same time period to work on problems that are unique to administrators and to participate in some human relations activities designed to make them more sensitive to each other's needs and problems and the needs and problems of their own teaching staffs.

Guidance counselors and deans will also participate in a series of meetings to cover some of the same problems that principals will be discussing.

School support staff personnel will also participate in a series of meetings to discuss problems that they have in the human relations area as well as to discuss the administrative concerns that affect their particular activities.

Tutorial Program

Context and Activity Design

Even where schools were segregated in Durham City, there were students of both races with learning deficiencies. A variety of programs to help these students was in effect including volunteer tutors from local colleges and assistance from several local fraternities. With the advent of desegregation the school system decided to institute a formal tutoring program at the secondary level.

The Durham ESA program plan states: "Far too many of our students are two or more years below grade level. To assist in correcting this situation, we plan to place ten tutorial teams in our junior and senior high schools. Each team will consist of a teacher and three tutors. They will primarily offer remedial training in reading, language arts, and mathematics. An anticipated by-product of the program will be a renewal of interest in school and an improvement of each student's self-image as he meets success in achieving at his level." In a news release of December 1970, the ESA project director stated: "A tutorial team, consisting of one professional and two paraprofessionals has been placed in each of the six junior high schools. These tutors give remedial instruction to those students who need more time than the teacher can give in the regular classroom."

Because funds were cut in the pupil personnel services area (where Durham officials had classified the tutorial program) there were no tutorial services offered with ESA funds at the senior high school level.

Activity Process

The tutorial program, offered at each of the six junior high schools, is a half-day program from 9 to 12 daily. The team consists of a tutor-teacher (often an ex-teacher or other certified person desirous of only part-time employment) and two paraprofessionals (college students, young adults who plan to go into education fields, etc.). While observing at several of the schools, it was noted that there were from three to ten students participating in activities in a room set aside for the tutorial program. There was an abundance of materials on all levels for students to choose from: SRA, Sullivan, workbooks from Ginn series, word games, magazines, etc. Many of the tutor teachers preferred the workbook approach and one stated that "it gives the children something to work toward--the completion of the book. They can pick up the workbook and start working on their own and ask us for help when they get stuck." There were several cases where students were helping one another and others received a great deal of individualized attention from the tutor aides.

Many of the students in the program are participating because one or more of their teachers recommended them. A few students sought out the tutorial program on their own because they felt they could get help in one or two skill areas. Most of the tutor teachers interviewed stated that the unwritten goal of the program was to get individual students up to grade level and out of the program and back into their regular classes. As the program was designed, students spend one morning period a day in the tutorial program. Most students were tested when they entered the program and some were given intermediate and final tests at year's end. The initial tests determined the student's strengths and weaknesses and allowed for accurate coordinations of the students with the materials that were available.[1] By the time the school year was over, about 300 students had participated in the tutorial program and of that number; about 60 percent were black.

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[1] No materials for this activity were purchased with ESA funds. Most of the materials used in the program came from Title I purchases in previous years. There were some materials and books donated by several civic groups for use in the program.

Outputs

After observing several tutorial activities in different schools these points emerged:

- The program was highly individualized (tutor-teacher and aides worked with one student at a time), although there were often group activities.
- Traditional methods were used in all the schools: workbooks, primers, phonics charts, etc.
- Some tutorial aides had established a first-name basis with students.
- The atmosphere was very relaxed among students and tutors.
- Asked if the pupils under observation had been there at the beginning of the year, all tutor teachers replied that few of their students had progressed to the point of returning full time to their regular classes and that most of them had been in the tutorial program at the beginning of the year.
- In one school, the tutorial aides felt they shouldn't stress academics but rather should try to improve communications among students and teachers, and to resolve some of the social issues that prevented students from learning. In this program, the particular tutorial aide had excellent rapport with the students and commented that he spent time with the students after school hours.

For a slightly variant view of the ESA tutoring program, selected comments from a report to the ESA project director by an advisory council representative after making on-site visits to five tutorial programs are presented:

> "I visited five schools on May 12, 1971, accompanied by the coordinator of the program. Each program seemed to be providing individualized instruction to those students who were using the program.
>
> "The coordinator pointed out that some students are not being reached because they are expelled or drop out. Could these students be helped by a full school day structured in the framework of the tutorial program, i.e., out of the regular classroom?
>
> "There does seem to be a need to provide diagnostic services in each school so that any students who can benefit from the program are reached and in addition to the diagnostic service hopefully a program of individualized instruction can be planned. Perhaps consultants could be brought in to assist with these two areas.

"The racial composition of the staff observed in each school on the particular day that I visited was as listed below:

- Rogers Herr -- 2 black, 1 white
- Carr Jr. High -- 2 black, 1 white
- Whitted -- 1 white male, 2 black (absent)
- Holton -- 2 black, 1 white
- Shepherd -- 2 white, 1 black male

Students observed using the program were of both races. I observed only two male teachers.

"From comments of one principal, I believe classroom teachers should be cautioned about not penalizing students for time spent in the tutorial program so that students will want to use the remedial help.

"The principal also needs to be involved in the structuring of the program at each school to meet the particular school situation each year with regard to types of students and staffing patterns.

"Maintenance of a 1-1 or 1-2 teacher-student ratio is important and should be achieved by careful planning of the students' schedules. Attempts should be made to avoid having students miss academic classes unless the student is too far behind to grasp the subject matter.

"Each student has an individual folder of work accomplished in the program which serves as one indicator of progress.

"More funds could be used for educational games, crossword puzzles, records, books, language masters, etc.

"One principal indicated:

(1) Would like his tutorial staff doubled next year.
(2) Sees real need for 'An instrument to adequately evaluate the progress of children from culturally disadvantaged backgrounds.'"

Summary

At the end of the school year, several tutorial aides in different schools were interviewed by RMC staff about their jobs in the ESA project. Their responses to several relevant questions appear in Table F-3.

Table F-3

RESPONSES OF TUTORIAL AIDES

Aide	What were you told would be your primary duties this year?	Since that first meeting, when you were informed about this job, what additional duties have you been performing?	Were you given any special training or orientation because of this job?	Have you noted any attitudinal changes or behavior changes as a result of your work?	What do you think is the most outstanding benefit of the ESA project, in your opinion?
1	Work along with the teacher; participate in whatever the teacher wanted us to do.	Dusting the room, clean board, water flowers.	Some training in the use of machines.	No, everybody is friendly.	Being able to help the slow learners.
2	Work with small group of children who needed special attention.	None.	None.	Pupils are more at home with teachers--open to discussion.	Everything is now centering around the children.
3	Wasn't told anything special. It's my idea that we are bringing the gap to bottom children.	Started children working without the textbook. Using programmed math and reading workbooks. Presented a play to the entire school. This was one of the best things this year; children seemed to get a lot out of it.	No.	Kids are motivated by course; some have really improved their grades.	Children are gaining something, helping them where they have been deprived--whatever the area: social, educational, etc.
4	Assisting teacher in anything she asked.	I help with the slow students, take roll, collect lunch money, check papers, run duplicator for one teacher.	How to run the duplicator.	Not really. I think I'm not stern enough.	I think I'm a lot of help. The teacher can move some kids along faster.
5	Assisting all the children. Collecting lunch money.	Taking care of seat work, select work for some students to do, keep them quiet.	Talked about the attitudes of children, how to discipline students, how to use the duplicator.	Children's attitudes have changed. Wouldn't respond to teacher before. Now they have blossomed out. Now they come to me with the least little thing.	It's a challenge--where the action is. You really know what's going on--personal enlightenment.

Other ESAP Activities

Of the Durham ESA budget, $7,358 was allocated for the hiring of additional clerical personnel This included a secretary to the public information officer and a bookkeeper. The secretary hired not only served the public information officer but the ESA project director as well. The bookkeeper was responsible for disbursing stipends and keeping account of expenditures.

CONCLUSIONS

Community Information

One staff member was in charge of this operation and his job was to "improve human relations and keep the community informed." The latter half of the job--keeping the community informed--was fulfilled in two ways:

- a newsletter published by the school system, and
- articles about the system that appeared in the local newspapers as a result of the leg work of the Director of Public Information.

The human relations programs that took place in most of the schools in Durham during the early part of the school year were not a direct result of the efforts of the Director of Public Information, but as the year progressed he became involved. There are plans to set up committees from each school next year to funnel news into a central office on a regular basis so that news about individual school activities can be included in the newsletter. There are also plans to publish the newsletter more frequently.

As an ESA program, this activity did not measure up to the performance of other communities in the community information area. The newsletters communicated information about activities going on in a desegregated environment, but did little to aid desegregation or the educational process.

Home-School Coordinators

From a review of many original applications, this activity was one which many other school systems had planned to implement with ESA funds but were unable to because funds were cut by USOE. This was not the case in Durham City where four persons were employed to "work with the home and school to foster a better understanding of children who have learning and adjustment problems." The coordinators, although not professionals (i. e., not certified social workers) were dedicated and worked hard to carry out the goal set for them.

They became enmeshed somewhat in the political problems of their schools and created new problems because of their close connection with the central office. They did not become members of the "pupil personnel team" in the junior high schools partially because the deans did not want to relinquish any of their authority and partially because their work took them out of the school so frequently.

The home-school coordinators were perhaps the most visible group in the community in the push to ease tensions resulting from desegregation. They worked directly with the home to explain school situations and with the school to explain the home problems of various students. The work of the home-school coordinator was much needed in Durham and could well be duplicated elsewhere where tension exists as a result of bussing students or transferring them to fulfill a racial quota. The home-school coordinators were effective in easing problems caused by desegregation and had some effect in improving the education of students by keeping them in school. This was the strongest feature of Durham's ESA program.

Counselors

Durham's decision to have a black and white counseling team for each junior high school in the city was a sound one in theory. However, in most of the schools the duties of the counselors and the ESA counselor were divided. Because in almost all cases, the ESA counselor was not certified or experienced, he became responsible for much of the paper work and the less crisis-oriented problems. The non-ESA counselor, on the other hand, because he was certified or experienced was asked to handle the more difficult problems. Here, too, the counselors (like the home-school coordinators) did not work on a "pupil personnel team" with the deans or the home-school coordinators, but rather concentrated on their own sphere of activities. ESA counselors were somewhat effective in easing problems caused by desegregation and had a slight effect on improving the quality of education by providing academic counseling to some students. The theory of a bi-racial team was a good one, but implementation proved difficult when it turned out that ESA counselors were not experienced enough to do a superior job. Had the ESA counselors been more experienced, this section of the ESA project may have been more effective. There is some evidence (as stated by the counselors in their year end reports) that the bi-racial teams had some effect in individual schools. Students were able to seek help from either counselor; and for some students, having a choice may have eased relations between the counseling staff and students with problems.

Curriculum Revision

Curriculum revision was an activity which Durham obtained funds for under ESA as a result of its shopping list approach to the program. It makes good sense that in a project designed to aid the desegregation process there should be curriculum change designed to meet the needs of all children enrolled.

Unfortunately, the teachers who worked on the revisions at the elementary level did so with very little support from central administration other than a varied collection of materials. There were few guidelines and even less supervision from the central office and that office was content to live with whatever the team of teachers devised. There are plans to implement the materials next year, but the package designed may not meet the needs of those who will use it.

At the secondary level, there is a strong possibility that even tough materials were developed, they may not be implemented because of text book constraints from the State Department of Education and the requirement that a certain number of white students be enrolled in an elective course entitled "Black Studies."

Human Relations Workshops

ESA paid stipends for teachers who attended these workshops and teachers and administrators were encouraged to discuss problems they were having or anticipated having. For the most part these were "one-day sessions" conducted under the auspices of a professional group. Teachers commented that the workshops were as effective as far as they went. If future resources permit, this could well be an area where many benefits for improving attitudes in a desegregated environment could be realized.

Observation Trips

These trips were made to observe a variety of exemplary and innovative programs in other school districts. There was no indication at the time of this evaluation that observations made in other school districts during these visits will have any impact on decisions about Durham school programs in the 1971-72 school year.

Teacher Aides

The most often stated rationale for the use of teacher aides is to reduce the teacher-student ratio and such was the rationale in Durham. When teacher aides were interviewed at year's end, many commented that they did not work very often with students but when they did it was with the slow students. (This has also been the case in other areas where teacher aides were employed). The slow child is the one with the greatest amount of need for not only specialized attention but for academic information and practice in study skills. Yet, the teacher, who is theoretically best equipped to call on a variety of alternative avenues to reach the slow child, turns the responsibility of teaching and working with the slow child over to an aide, who has little other than common sense and some previous aide experience to bring to the task. When Durham aides were asked about the training they had received, they commented that they received none, or only instructions for operation of duplicating machines! As a result, the aides in Durham could do little to improve the quality of education and perhaps their greatest impact was to relieve teachers of a variety of non-educational tasks. There may have been some impact on the desegregation process in that 63 percent of the aides hired were black, and that black students were able to communicate problems to the aides that they had not been able to communicate to the white teachers.

Tutorial Program

The Durham tutorial program is a combination of several educational precepts: remedial classes limited to a few students, emphasis on individual instruction, and the use of aides to supplement the work of a teacher. The tutorial project in effect in all of Durham's six junior high schools was uneven. Success seemed to depend on the individual teacher in charge of a given program. Some tutors were well prepared to handle the extra challenge of students who were ill prepared for work at the junior high level; others, although certified professionals, were not as well prepared and tended to fall back on traditional methods of teaching. Tutors received a week of orientation when they were hired, but tutor aides were not as fortunate. Some attended the session for the tutor teachers, but most received very little specific training. Although many of the tutor aides were college students or individuals who had some training beyond high school, they did not receive specialized training in methods of teaching slow learners, and they fell prey to some of the same problems that ordinary teacher aides suffered. Some of the tutor teachers, who were equipped to handle slow learners, turned the environment into an on-the-job learning situation for the tutor aides.

But there were some dramatic moments this year for students in the tutorial program. One student who was a non-reader learned to read. One other student was able to improve his math skills to the point where he could return to his regular class. Most of the 300 students who began in the program at the beginning of the school year were also in the program at the end (if they had not dropped out of school).

General

When Durham City made application for ESA funds, there was un awareness that the city had problems that ESA funds could begin to solve. It appears that the authors of the proposal felt that a wide-ranging approach should be used and Durham City decided to ask for some funds in almost all the areas for which ESA had funds.

This may have been one of the reasons that programs in the many areas funded were neither exceptional nor strong.

With such a widespread ESA program in the school system at the same time that perhaps a half-dozen other federal, state, and local programs were in operation, it becomes difficult to correctly assess the total impact that the ESA program may have had. What results is a set of subjective feelings and ideas about the overall worth of the program and the sum of comments made about the program by its administrators and participants. With respect to the Durham ESA program, it is our feeling that although the program was spread thinly many good ideas were implemented. It is also our feeling that full use was not made of the Bi-Racial Advisory Committee but that Durham was not alone in feeling at a loss about the role of the committee in the absence of OE guidelines.

RECOMMENDATIONS

- Durham may have achieved more impact in the areas it selected if funds had been concentrated in a few areas such as:

  (a) replacing the Durham "attendance office" and increasing the number of home-school coordinators;

  (b) more teacher preparation programs during the school year;

  (c) more human relations workshops;

  (d) long-term, intensive training for aides; and

  (e) developing and training "pupil personnel service teams."

- In order to improve the effectiveness of the tutorial program so that students are quickly rotated back into the classroom, more innovative approaches need to be used to reach the student who is substantially behind in academic subjects. Some suggestions for consideration:

  (a) have honor students teach slow learners on the assumption that often students learn more from each other than from a teacher.

(b) Rather than have a slow student spend only one period a day in a tutorial environment, increase the time to, say, four weeks of intensive individual work and rotate students in and out of the program quickly. This requires accurate diagnosis of student deficiencies and rapid elimination of those deficiencies. As the program now operates, there is a tendency to let the student "drift along at his own pace," instead of creating a new pace to improve his skills enough to return him to his regular class.

But it is important to realize that expansion of the tutorial program is not a viable answer to the overall problem of the slow learner in Durham. If the program is allowed to continue in the manner in which it is now operating, it may grow to the point where there will be a "special education" class for slow learners that will negate the concept of heterogeneous groupings.

(c) Hire personnel to aid in diagnostic evaluations of students.

- Improve the training of aides and tutor aides so that they can offer services to a teacher that will free her to teach the slow student and not neglect the average or above average student. Emphasis should be on teaching the aide to be an associate teacher not just clerical or support personnel. In this light it might be well to consider the concept of "differentiated staffing" for aides. With ESA funds a variety of aides might be trained with skills for specific duties instead of the emphasis on an aide being able to do whatever a teacher asks.
- Form cohesive "pupil personnel service teams" in each of the schools in Durham. It may be that the role of the "Dean of Students" has outlived its usefulness and should be abandoned in favor of P.P.S. teams. The team could consist of the home-school coordinator, the counselors, and other support staff such as nurses, psychologists, social workers, etc.
- The ESA advisory committee should have much more specific information about the operation of ESA activities and next year should be included in the planning and implementation of possible ESA activities.
- Durham might consider the possibility of preparing and publishing a handbook for other systems detailing the home-school coordinator activity. Possible point to include may be:

  (a) Role of the home-school coordinator in the school and in the community.

  (b) Duties of the home-school coordinator.

  (c) Common problem and possible solutions.

  (d) Useful agencies and sources for help and information.

APPENDIX G

CASE HISTORY OF ESAP IN HAMPTON, VIRGINIA

Principal Investigators:	Robert R. Craft Consultant
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Other Participating Staff:	William Lucas Mark Battle Associates

HAMPTON, VIRGINIA

BACKGROUND

Community Description

Hampton, Virginia, shares with the city of Newport News and York County a peninsula 25 miles long and 8 to 10 miles wide, which is bounded by the James and York Rivers, Hampton Roads, and the Chesapeake Bay. Taken together the Peninsula communities comprise an area of 245 square miles, and a population of 289,341 (1970 Census). Hampton, established in 1610, and therefore "the oldest English-speaking settlement in America," occupies 57 square miles and has a population of 118,584 (1970 Census), an estimated 72.9 percent of which is white, with most of the remainder Negro. There is no central concentration of blacks in Hampton, rather black "pocket communities" exist throughout the city.

The Peninsula Chamber of Commerce lists 69 industries in Hampton employing 3,930. Presumably a number of Hampton residents are engaged by the remaining 86 industries listed for the Peninsula. The major employer, by far, is the Federal Government, whose fourteen activities in the area as a whole in 1970, directly or indirectly, employed 26,674 military personnel and 36,237 civilians at a total payroll of $527,750,368. Four of these government installations, Continental Army Command at Fort Monroe, NASA Langley Research Center, Langley Air Force Base, and the Hampton Veterans Administration Center are located in Hampton per se, and they employ a total of 17,484 persons. Quite obviously, a federal presence of this magnitude has a significant effect on the life of the community. More than one school official in Hampton noted that problems of desegregation were lessened in those schools with high concentrations of government-related pupils, who, with their families, were presumably more accustomed to desegregated situations. It should be noted as well that Hampton received $1,700,000 in Federal Impact Funds for 1969-70 and anticipated $1,900,000 for 1970-71 because of this federal presence.

Per capita income for Hampton in 1969 was $2,954 compared with $2,728 for Virginia and $3,078 for the United States. Per household effective buying income was above the national average at $10,617.

There are 40 Hampton City Schools with a student membership of 31,971 including 22,951 white, 8,634 black, 232 Orientals, 123 Spanish-surnamed Americans, and 31 American Indians. The system employs 1,699 teachers, principals, and supervisors. The pupil-to-teacher ratio is 19.9. Average per-pupil expenditure for 1969-70 (on the basis of average daily attendance) was $582.00. Of the total budget of more than $20 million, 36 percent is derived from local funds, 11 percent from a local one percent sales tax, 42 percent from state funds, 9 percent from federal impact funds, and one percent from federal projects and "other."

Social, Political, and Racial Context

In general, Hampton residents, both black and white, seem genuinely pleased with the progress made in race relations over the past ten years. Transportation, restaurants, lodging, hospitals, recreation areas, and other public facilities have been "smoothly" integrated during that time. One black elementary school teacher who remembers with some bitterness her childhood, restricted to the "back of the bus" and "colored only" restrooms, says that "things are now much better, much freer." Opportunities for social interaction, however, are largely limited to the school and school-related activities.

Relationships among integrated faculty appear to range from open and genuine cooperation to a polite but cool working arrangement that masks some real hostility. In some schools opposite-race teachers are included in private social gatherings; in others they are not.

Student relations vary from school to school. They are uniformly good in the elementary schools, outwardly calm in some junior and senior high schools, and tense in others. To quote the human relations advisory specialist for the school system: "In junior and senior high schools one finds the blacks sticking together, especially during the last years of high school. There have been problems in some schools, like one in particular, in which there were problems because dropouts were hanging around the school and instigating disorders." At another school, a pre-school argument between a black and a white student developed into an on-campus fight involving students of both races. Those connected with the schools feel, however, that these incidents are infrequent and minor--in the words of one school principal, "nothing like what we've read of in other places." Several respondents pointed out that in some instances, what were simply personal disagreements between a black and a white student were interpreted as "racial incidents" by the community. Some rumors about the prevalence of unrest are perhaps groundless. For example: one student reported that,"we don't have any big problems here but at X Junior High School they have so much trouble that they have police cars there every day." Students on the human relations council at the school in question confirmed that police were indeed present at the opening and closing of school but for reasons unknown to them--since the rumored incidents had, to the best of their knowledge, never occurred.

There is little contact between black and white students outside the school, at least in part because they live in quite separate neighborhoods. An attempt to hold school-sponsored weekend dances is foundering, perhaps on a point of cultural difference. When a soul-music band is featured, only blacks attend; when country music is offered, only white are present. When an attempt to satisfy both groups by using two bands, one of each type, was made, both races showed poor attendance. School athletic events are desegregated, but student spectators from most schools segregate voluntarily at the games.

At this writing the city is faced with a financial crisis. Citizens, regardless of race, have vigorously protested a rise of 40 percent in property taxes. The school system budget has been suddenly cut by $500,000, and the school board is in the process of responding to the new situation. As of yet the implications for the continuance of programs relating to desegregation are unclear.

School Desegregation

The Hampton School System has been desegregated in some degree since 1961 when Virginia's policy of "massive resistance" crumbled and the first black students were admitted. The schools operated under a city-wide freedom of choice plan until 1966, when the Office for Civil Rights, HEW, informed the School Board that freedom of choice was no longer adequate. At the direction of OCR, the Board proceeded to remove all signs of racial identity from the Hampton schools by closing formerly Negro schools and re-opening them under new names, which would not identify the schools as Negro. To achieve pupil mixing, attendance zones were established to include blacks and whites at a ratio of 23 to 77, the black/white ratio in the city population at large. Each junior and senior high school draws on a single attendance zone. For the 29 elementary schools, the city is divided into three zones, within which pupils exercise freedom of choice. This plan was in effect during school years 1969-70 and 1970-71, without changes in zone boundaries.

As of October 1970 enrollment in the junior and senior high schools was as follows:

High Schools	Enrollment	Percent Black
1. Bethel	1,486	22
2. Hampton	1,821	34
3. Kecoughtan	1,812	12
4. Pembroke	911	27

Junior High School	Enrollment	Percent Black
1. Buckroe	618	15
2. Davis	1,221	4
3. Eaton	1,255	25
4. Lindsay	1,102	50
5. Spratley	1,211	29
6. Syms	1,159	13
7. Thorpe	994	55

Regarding elementary schools, figures for October 1970 show that 5 of the 29 had a percentage of blacks of 95 percent or greater. Nine elementary schools were at 5 percent black or less.

In March of 1971 OCR requested that the elementary school freedom of choice within attendance zones be abandoned beginning with the 1971-72 school session, and that a zoning plan for all elementary schools be presented to HEW by April 23, 1971. At this writing, three such plans have been submitted by the school system and each has been rejected by OCR. In reporting to the school board, the Superintendent states, "apparently we must do even more. We may have to make drastic revisions...involving maybe 5 to 8 schools." The new plan must be submitted by June 15, 1971.

ESAP Project Summary

The total amount of ESAP funds originally approved for Hampton was $170,627.97. The funds are being used "to promote smooth integration of educational programs through improved communication skills."

Three phases of the program, funded at $143,138.97, are directly related to reading skill. Two reading centers have been established in the city geographically located so as to minimize transportation to these services. Each center is equipped and staffed to diagnose and instruct students with reading difficulties. In addition to diagnosis and instruction, the reading center staff members also serve as

ESAP BUDGET SUMMARY

ESAP Activity	LEA Activity	Budget
Remedial Education Programs and Materials	Reading Clinics	$143,138.97
Non-Ethnic Classes and Materials	4th and 5th Grade Vocabulary Development	8,375.00
	Kindergarten Vocabulary Development	8,559.00
Teacher Training	Teacher Inservice Training in Human Relations	10,653.00
Student-to-Student Activities	Youth Seminars in Human Relations	1,641.00
	Total	$172,366.97

consultants to classroom teachers who need assistance in working with students experiencing difficulty. All of the elementary schools in the city were provided with a variety of special materials to be used with these students. Teachers are also encouraged to go to the two reading centers that serve as resource centers for some additional assistance.

A second phase of the program involves fourth and fifth grade students throughout the city. These children are participating in a vocabulary development program concerned with listening skills and listening and speaking vocabulary. The children hear a taped myth that contains five new words. After some introduction by the teacher and some discussion of the words to which they should pay special attention while listening to the story, they take a pre-test. Following the taped myth, the students take a post-test. Periodically, a mastery test is given over several stories. Records are being kept of each child's progress and for those students who continually score very low on the vocabulary checks, a summer program (separately funded at $8,375) of intensive vocabulary development experiences is being planned.

The third phase of the program concerning reading skill, at least indirectly, is a series of inservice activities designed to assist classroom teachers in using the materials made available to them and to provide them with some opportunity to learn techniques and methods that might be helpful in working with children with reading difficulty.

A fourth phase of the program is coordinated by the Office of the Advisory Specialist in Human Relations. A student-to-student activity (receiving $1,641), consisting of four youth workshops to promote inter-personal regard and understanding among black and white representatives from the city's secondary schools, was held. In a teacher training activity (receiving $10,653), several teacher inservice training sessions involving teacher representatives from each school were held, and one "Forum in Human Relations" in which students, teachers, and parents from the city participated, was conducted. The purpose of the former was to provide teachers an opportunity to better understand the disadvantaged and to help teachers develop more effective techniques in interracial relations. The aim of the latter was to extend this human relations effort to the community.

A fifth phase of the ESAP program is concerned with the development of a kindergarten vocabulary program to be instituted in the coming school year. A later revision raised the funds for this program from $6,820 to $8,559.

Bi-Racial Advisory Committee

There are 3 white and 3 black members of the Bi-Racial Advisory Committee. (See list of members and affiliations below.) One member is a past member of

BI-RACIAL ADVISORY COMMITTEE

Name	Affiliation
William M. Cooper	Ex-School Board
Mrs. Wilma Hughes	PTA
Luther Santiful	NAACP
Mrs. Mildred Lockwood	PTA
Mrs. George Matthews	Parent
Leonard Lineberry	Parent

the school board, another is Chairman of the Human Relations Committee of the PTA Council, a third is President of the Hampton Chapter of the NAACP, and three others are school parents. There is, in addition, a Student Advisory Committee of 3 white and 3 black students from the 4 high schools in Hampton. The BRAC met bi-monthly in 1970-71 as planned. At its formation the suggested role of the Committee was as follows:

- to interpret the Hampton schools' program concerning steps taken toward school integration;
- to become attuned to community reactions to progress toward school unification;
- to act as fact-finders, ameliorators, and/or advisors in incidents involving undue racial tensions which could precipitate volatile situations (working through proper channels of authority always);
- to derive recommendations as a body to be presented to the administration for furthering positive action toward unification;
- to keep abreast of developments in integration that occur locally, regionally and/or nationally; and
- to encourage the school community or school/civic organizations to foster programs that promote good will and togetherness as opposed to those that cause polarization and separatism.

The BRAC has functioned essentially as suggested. Topics treated in discussions have ranged from the concern of some whites in the community that "athletics are becoming too black," to the need for more black administrators in the school system, and the necessity of ensuring students a full opportunity for participation in school extra-curricular activities. BRAC was not formed until the ESAP grant had already been approved and thus had no role in formulating or approving the ESAP program.

ESAP ACTIVITIES

Fourth and Fifth Grade Vocabulary Development

Context

School personnel indicate that a number of the pupils in Hampton suffer retardation in communication skills. Generally these are felt to be pupils from relatively low socio-economic and limited cultural backgrounds: "A disproportionate number of black children in Hampton are considered to fall under this description. Some teachers report difficulty in understanding minority-race children. One teacher (white) says that, 'Some of these black children can't communicate at all'."

An examination of fourth grade vocabulary scores on the SRA Achievement Series reveals that, although the mean vocabulary score is near the national norm, the distribution is disproportionally weighted toward the extremes, with 28 percent at one year or more behind grade level and 25 percent at a year or more above. These figures corroborate the contention by Hampton school personnel that vocabulary skills are a problem area.

Activity Design and Process

A program suggested by Dr. William Kottmeyer, former Superintendent of St. Louis Public Schools, seemed to offer the possibility of a dramatic improvement in this vocabulary deficiency. The program, as it was conducted in St. Louis during the 1969-70 school year, consisted of a series of nine 30-minute lessons that were brought into the classroom by radio three days weekly. After a pretest of the five words to be introduced, the radio teacher provided an explanation of the meaning of each word; gave illustrations of its uses; called attention to unexpected spellings; explained the dictionary spellings and symbols; gave the noun, verb, adjective, and adverb forms when they were formed from the same root; discussed synonyms, antonyms, and homonyms. The lesson then told stories that used the test words in context as the 4th, 5th, and 6th grade students followed along in their own books. A post-test followed. After every ninth lesson a mastery test on the words in the nine lessons was administered. Results in St. Louis were impressive. To quote from a paper published by the Division of Evaluation and Research of the St. Louis Board of Education: "The results (on the vocabulary, spelling, and reading sections of the Illinois Test of Basic Skills) show that with the single exception of the 6th grade reading scores, children achieved well above expected on all measures at all levels. Most gains were from three to four months above expected. Changes in I.Q. scores were also very encouraging."

A modified version of this program was put into effect in all 4th and 5th grades in the Hampton School System. The thirty-minute radio programs were reduced to a taped presentation of roughly ten minutes duration, which includes only the introduction and definition of the words and the story-portion of the original program. Pre-tests, re-tests, and the mastery tests were conducted as before. Dr. Kottmeyer allowed the materials to be copied free of charge.

Outputs

The Director of the Vocabulary Program reports that "Teachers are generally pleased with the program. I like the concept but I'm not sure of the content. It's my impression that 4th and 5th graders found the material too easy. Too many of them scored perfect scores on the pre-test." It was the Director's suggestion that the program be used at the 3rd grade level. Teachers confirmed the Director's statements. One who uses the program said: "I can see the results of the program in the test scores improving, but more importantly I see the children using the words in their conversation and on their written work." Two 5th grade teachers reported that well over half of their classes scored 100 percent on every pre-test and were no longer motivated to participate in the program. Discussing the scores for each school on the pre-tests, re-tests, and mastery tests, the Director noted that in some cases total scores on the mastery tests were lower than pre-test scores--which would seem to mean that children in some schools knew fewer words after the vocabulary program than before. In following up this problem, the Director discovered that teachers had customarily read all parts of the pre- and re-test aloud, but the mastery test was given in written form. Therefore, in the opinion of the Director, a reading deficit on the part of the same pupils accounts for the lowering of the scores. The Director concluded that the data, aside from these ambiguities, showed success on the part of the vocabulary program.

Further analysis of the data by RMC would seem to support the Director's characterization of the results of the program. On the first set of exercises (9 pre- and re-tests, and 1 mastery test) 4th grade pupils correctly identified an average of 37.1 of the possible 45 words on the pre-test, progressed to 40.8 words on the re-test, and achieved a mean score of 39.5 words on the mastery test. Fifth grade students scored 39.4, 43.4, and 41.9, respectively. Thus, momentarily disregarding the possible reading problem, it appears that the "average" pupil learned and retained only two or three new words of the 45 presented. This appearance is deceiving, however, since it can reasonably be assumed that the vocabulary scores are distributed not too differently from the SRA vocabulary scores discussed above and are hence weighted at the extremes. Consistently perfect or near-perfect scores by a number of pupils would tend to elevate the total scores and depress the difference scores, as we see here, concealing the fact that many pupils of lesser ability made considerable strides.

Indirect confirmation of these conclusions can be obtained by noting how scores for each school vary with the racial mix of the school. Figure G-1 illustrates this variance:

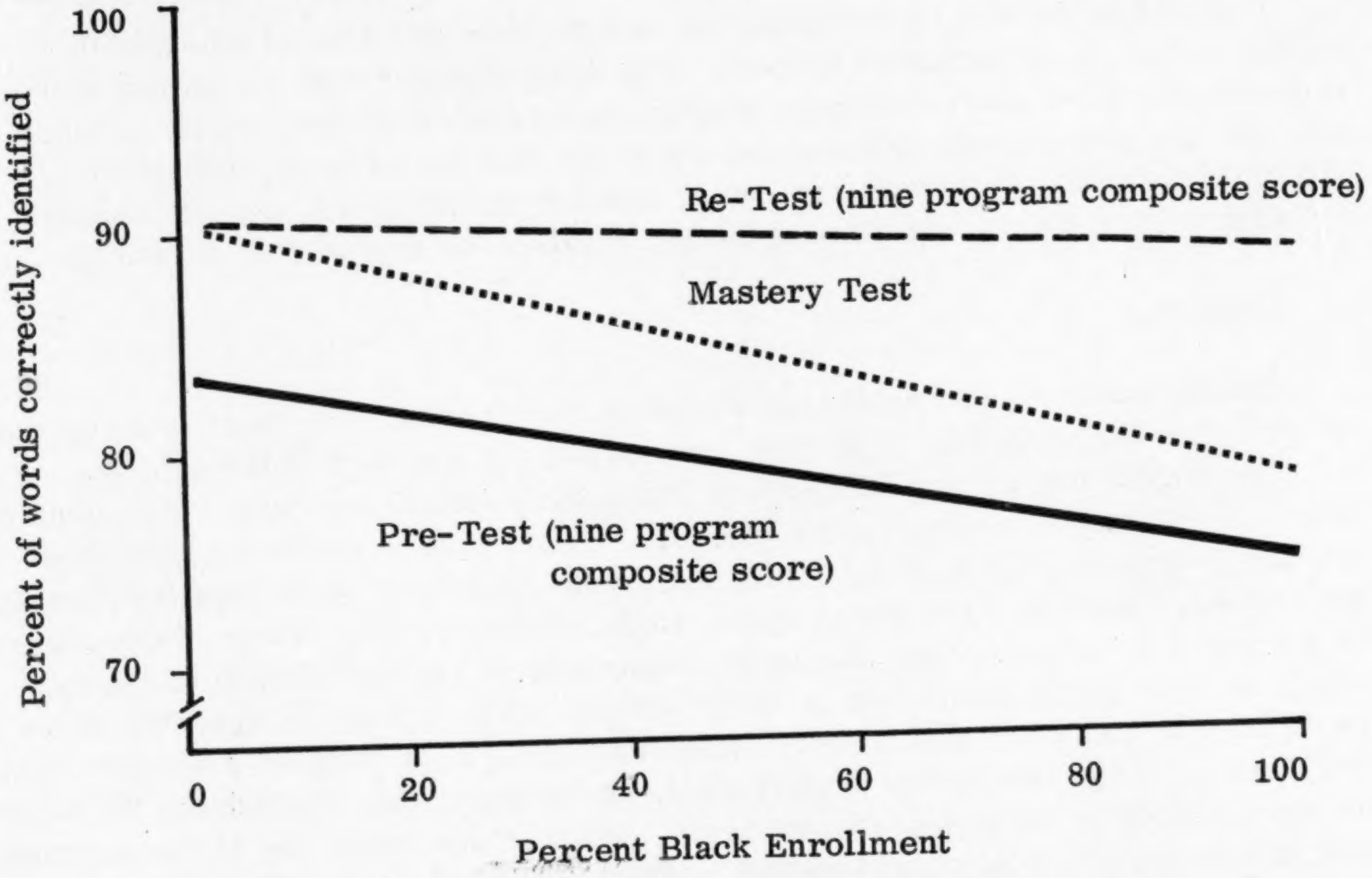

Figure G-1: PERFORMANCE ON VOCABULARY TESTS

Note that pre-test/re-test differences, and therefore number of words learned, increase as the percentage of blacks (by assumption relatively vocabulary deficient) increases. Pre-test/mastery test differences decrease with increasing percentage of blacks in a school, perhaps due to the reading problem already noted, or other motivational or educational factors. Unfortunately, scores are not yet available on the SRA Achievement Series Vocabulary and Reading tests, which will yield a more reliable measure of actual progress and one more comparable to the measures on which the claims of success in St. Louis schools are based.

Remedial Reading Clinics

Context

The Hampton School District has become increasingly aware of the need for special remedial reading instruction in the past five years. In 1965 test results placed Hampton's fourth grade children at, or near, the national norm for reading; the distribution of scores, however, was somewhat heavy on the low end of the scale. At that time, by the end of the sixth grade, approximately

18 percent of Hampton's students were reading two years or more below grade level. At the same time, 27 percent of sixth grade students were reading at better than eighth grade level.

Because of this situation and the wide variations in ability level, the Hampton School Board embarked on a program to improve the teaching techniques and resources for elementary school reading. In 1967, with funds available under Title III of the Elementary and Secondary Education Act of 1965, an experimental reading program was initiated and lasted until June 1970. As part of the reading program, teachers in 102 classrooms were provided a variety of reading materials for individualized instruction. The project, known as the Non-Basal Textbook Reading Program, had two other phases: inservice training for teachers involved in the program and a reading center for students with reading difficulties. The reading center was established to provide teacher training and provide diagnostic and remedial training for students with special reading difficulties.

A three-year longitudinal study of reading scores comparing the students in the Non-Basal reading program to students using traditional basal textbooks showed no statistically significant difference between the two approaches. However, numerous outside evaluators rated the approach taken by the Hampton Schools very highly in meeting the diverse and extreme needs of its heterogeneous population. The favorable reports of the operation of the remedial reading center were offset only by the fact that not enough children could be transported to the single centralized clinic. Since parents had to provide the transportation to bring their children to and from the center, the benefits of this operation were seriously limited.

By the end of the Title III program in June 1970, it was commonly felt by members of the school staff that the reading program at Hampton schools had definitely been improved but problems still remained. Reading scores for the fourth grade still showed 25 percent of the students one year or more below the national norms for reading comprehension and vocabularies. Figure G-2 shows the distribution of SRA reading achievement that existed in spring 1970. Because of this continuing need, the school board elected to provide local funds for the reading center.

Dr. Kottmeyer visited the Hampton reading clinic in the summer of 1970. He was encouraging in his evaluation of the reading clinic's operation and indicated that current practices in Hampton were essentially on the right track.

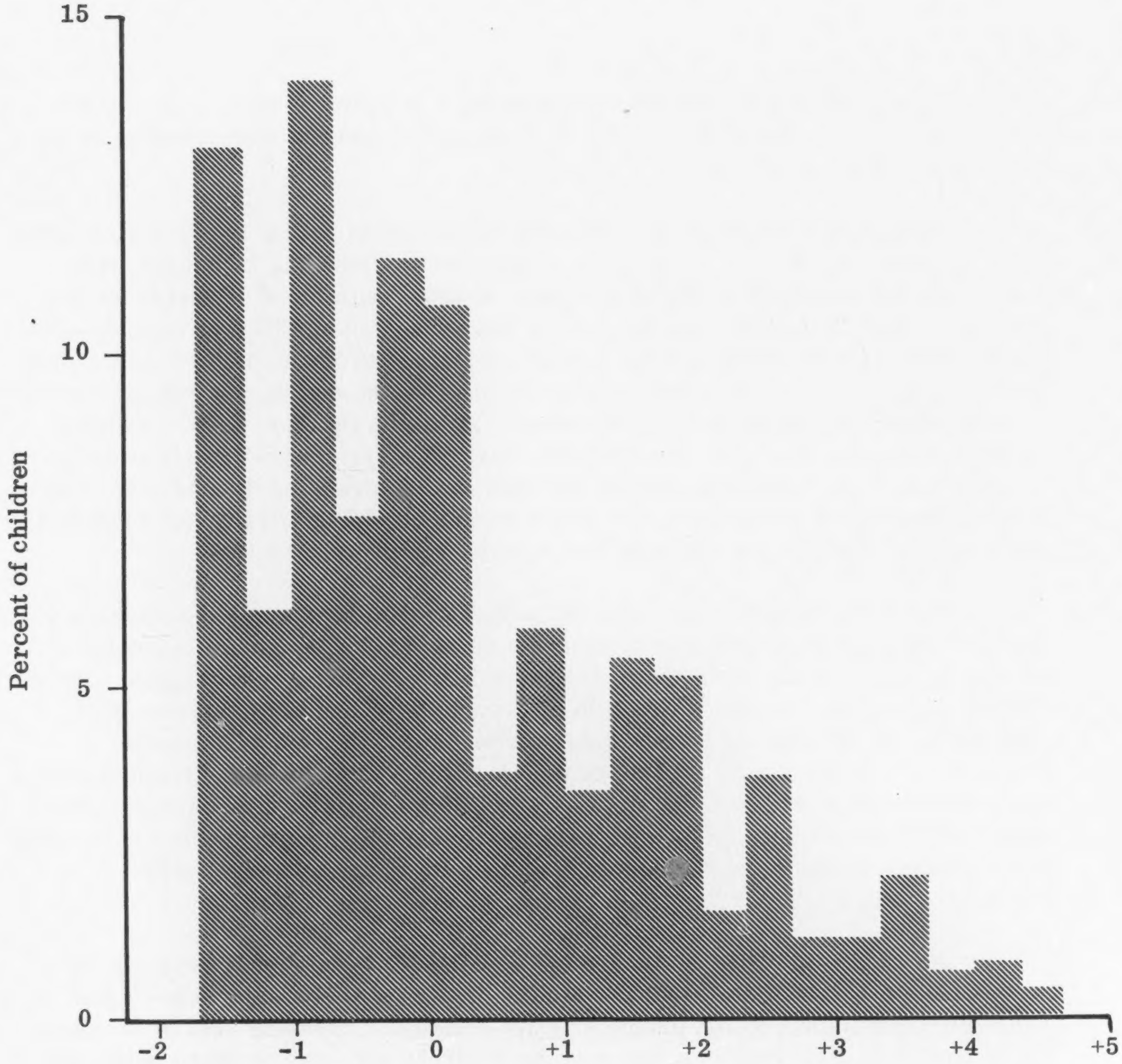

Figure G-2: SRA READING ACHIEVEMENT AND SCORES SPRING 1970 (4th GRADE)

Dr. Kottmeyer made the following recommendations:

- that the reading services be concentrated for a smaller number of pupils and not diluted in an attempt to serve large numbers of pupils,
- that two additional clinics be provided in different geographical locations,
- that communications between personnel at the clinic and personnel in the school be improved,
- that school principals be brought increasingly into the process of planning the reading program,
- that the center be used primarily for diagnostic purposes and for correcting remedial cases, and
- that consideration be given to providing rooms in each school for third grade students who are achieving below average in their reading level.

Dr. Kottmeyer's recommendations were reported to the School Board on August 26, 1970, and a tentative schedule was set up for implementing these recommendations. The Superintendent, Mr. Lively, stated "an investigation was already underway attempting to acquire funds from the Emergency School Assistance Program with the hope of improving the reading program." He stated, however, that "some of the provisions in the Act would make it difficult to receive its full benefits."

Activity Design

With this background and history of working with special reading problems and reading clinics, the ESAP program at Hampton was initiated. The Hampton School System proposed the development of two additional remedial clinics in order "to provide adequate remedial instruction in an atmosphere conducive to the fostering of good human relations."

The proposed goal was to improve the level of reading and the general communicative skills of elementary students who are one or more grade levels beneath the actual grade placement. It was stated that "many of these students are black and reside in areas of low socio-economic and limited cultural background." Furthermore, the proposal stated that "this divergence in academic and communication skills causes black students to seek their own interest and ability group, thereby fostering separation despite the physical integration of the school facility." It was felt that the remedial reading program proposed for ESAP funding would "remove this barrier of diverse skills, and students could meet on common academic grounds, communicate effectively, and improve the general social as well as the education climate of the school division."

Some members of the ESAP reading program acknowledge the long range goal and role in desegregation proposed for this activity, but most saw the primary objectives as educational--for all children needing special attention and help.

According to the proposed plan, each of the two clinics would be equipped to provide diagnosis and remedial instruction in reading. Two teachers would operate out of each reading clinic in assigned schools, taking the necessary materials and equipment to the students. However, the facilities were to be so equipped that thorough diagnosis and extensive remediation could be carried out in the clinic for students demanding individual clinical-type assistance. It was proposed that the two centers be located in areas of dense population to provide maximum efficiency of teacher and facility utilization.

Students would be referred to the reading clinic by their teachers, through their respective principals, or upon parental request. Other specialized school personnel might also initiate referrals. The staff members of the reading clinic would screen the referrals, and with consultation with the Reading Supervisor, would diagnose the disabilities and determine the remedial program. The majority of the instruction would be conducted in the school by the reading teacher. For those students whose reading disabilities can best be corrected in a clinical setting, the Reading Clinics with their complete facilitation would be used.

A secondary function of the Reading Clinic staff was designed to provide inservice training to the faculties of the schools in the utilization of the services and materials of the Reading Clinic.

Activity Process

For the most part, and probably because of its recent experience in setting up its original central reading clinic, Hampton School District had few problems in implementing its proposed ESAP reading activity. According to the ESAP project director: "We didn't really experience any problems. We discussed what to do, then went to Richmond (HEW Regional Offices) to the men who had the money, and then went and put this project into operation." For all intents and purposes, the actual procedures followed the original design and proposed plan.

The two reading centers were set up in elementary schools in opposite directions from the central clinic. One school, A. W. E. Bassette Elementary, is predominately black and since it just opened in 1971 space was easily found for the Reading Clinic. The other school, John C. Cary Elementary, is about one-third black and is older; space had to be made in what was formerly a storage room. Minor modifications and refurbishing made this room quite acceptable for its purpose.

Four staff members were hired for the two clinics and all had special education and training in reading instruction and, most important, in diagnostic work. The staff was bi-racial.

All four teachers worked out of the clinic and traveled to a total of 12 other elementary schools. Visits were made to each school two days per week, either on Mondays and Wednesdays or Tuesdays and Thursdays. The reading teachers met with students outside of their classrooms in groups of 3 or 4 at pre-arranged times throughout the morning and afternoon. On an average, the teachers were working with 12 to 14 students per school, totaling about 180 students in all 14 schools including Bassette and Cary. Fridays were always spent at the clinics to take care of administrative and clinical duties as well as being available for teachers as a resource staff.

It was the general feeling among the reading teachers interviewed as well as the reading supervisor, that the two half-hour sessions spent with the children each week were not adequate to "really make progress." An alternative plan that some teachers felt would be more desirable would be to concentrate the program for 6 to 8 weeks and then have the students return to their classroom teachers.

Soon after a referral to the reading program, a student would be tested by one of the staff members and a diagnosis prepared and a program set up for training. A report of the results of these tests would be written by the staff member and a copy sent to the teacher, principal, reading center file, and to the parents.

For most students, reading ability levels would be ascertained using basal readers and special practice lessons devised to be supervised and administered by the teacher. For other students with more serious difficulties, a more rigorous testing and diagnostic procedure is administered. When a child was referred to a Reading Clinic for diagnosis of reading difficulty, he was given a battery of tests that usually included the following:

(1) Physical check;
    Audiometer--hearing
    Telebinocular--vision,
(2) Mental Ability,
(3) Auditory Perception,
(4) Visual Perception,
(5) Motor--Visual Coordination,
(6) Basic Sight Vocabulary,
(7) Reading Skill Analysis,
(8) Study Skills, and
(9) Others, as needed to determine best instructional procedures.

Following the diagnosis a report was prepared and a copy was provided for the child's teacher and cumulative record and a copy for the child's parents. The report contained a description of the tests used, diagnosis of the reading difficulties, and specific recommendations for overcoming the difficulties with suggested materials and procedures.

An example of the tests performed and recommended training worked up for the student by the reading specialist is shown in Figure G-3. Some reports are longer and more detailed than this sample, others are shorter, depending on the special problem and needs of the student.

Several reading instruction sessions were observed in operation on two occasions at the Cary Elementary School Reading Clinic. All the students were punctual in arriving for the reading class and were eager about the lesson. Three students was a typical class size observed. The ESAP reading teacher claimed that the students were not upset about leaving their normal classrooms for special remedial work. In fact, they looked forward to these sessions and felt comfortable with the work and with the reading teachers. One assumes that the reading gains achieved by the students helped their morale and contributed to their positive attitude about the class.

The ESAP reading staff were not alone in their job of providing remedial instruction and training. The Hampton School District provides six School Board reading teachers, as they are called, that offer supplemental reading instruction at 18 elementary schools. Six "base" schools are maintained throughout the school year and have, up to now, been the main source of reading materials. The six reading teachers are located at the base school one-half day and travel to one other elementary school for the remainder of the day. The base schools operate all year long; six schools are selected for the fall semester and six others in the spring to complete the total of 18 schools. The school board teachers differ in their training and duties from the ESAP staff in that they concentrate on reading instruction and less on diagnosis. Previous to ESAP all screening and diagnosis had to be done at the Central Clinic or was not done at all.

Hampton also has two Title I teachers who specialize in remedial reading, with duties similar to the six school board teachers. Both Title I teachers work at two elementary schools. According to one ESAP teacher, it has been a common occurrence for the school board teachers and the Title I teachers to transfer their "more difficult problems" to the ESAP staff or even more frequently, their "overload."

In order to expedite our services, this report has been abbreviated to include only the essential data. Should the school or parent desire a more comprehensive report, please notify the Reading Center immediately upon receipt of this report and additional information will be prepared.

Child's Name:
Birthdate:

School: Tucker-Capps
Grade: 4
Teacher: Mrs. McPhail

Parent's Name:
Address:

Phone:

Date of Testing: November 10, 1970
Date of Report: December 21, 1970

I. Test Results

A. Dolch Basic Sight Word Test: James knew 136 of the 220 Dolch words. These words are usually mastered by the end of grade 3.

B. Peabody Picture Vocabulary Test: Verbal mental age is 8 years 7 months.

C. Wepman Auditory Discrimination Test: No auditory discrimination difficulty.

D. Diagnostic Reading Scales:

1. Word Recognition..................... 2.8
2. Instructional Level (Oral Reading)...... High first grade
3. Independent Level (Silent Reading)...... Low second grade
4. Potential Level (Listening)............. Fourth grade
5. Phonics Test
   - a. Consonant sounds...He missed x, v, m, and r. He knew the other 16.
   - b. Consonant blends...James knew these blends - ch, br, sh, gr, st.
   - c. Vowel sounds......He knew 4 of the 10 vowel sounds.
   - d. Common syllables...James knew these syllables - eep, se, in, it, ain, ing, and ill.
   - e. Blending........... Not successful.

II. Observations

James was cooperative and appeared relaxed. He listened with sustained attention to directions and when the examiner read to him. He seemed unaware of his errors during oral reading as he showed little hesitation.

III. Analysis of Difficulties

James has a limited sight vocabulary. He knew the names of all the letters and most of the consonant sounds, but he was able to produce the sounds for only five of the fifteen consonant blends. He has very little knowledge of vowel sounds. James supplied the long and short sounds e and o. However, he was not confident, and there is the possibility that he guessed. James' skill in identifying common syllables is inadequate.

IV. Recommendations

James needs exercises in word configurations; beginnings, middle, and endings of words. He should be taught the sight words through meaningful context (see exercises below) in order to ensure meaning rather than as an isolated drill. James needs basic instruction in phonetic and structural analysis.

According to James' performance on the test, he should receive remedial instruction. The following types of exercises are suggested for classroom use until it is possible for James to work with the Reading Teacher in your school:

Exercises that require the pupil to deal with words containing an initial consonant blend in meaningful context in a sentence and used for oral reading practice may be helpful. For example:

Jan spilled the jam on her dress.
The club wants a small flag.

Use words commonly confused in multiple choice situations. Have pupil underline the correct word:

He wanted to (walk, wash) his clothes.
He didn't know (when, what) to do.

Word endings, rhyming, and consonant blends may be reinforced by having the pupil complete exercises such as the following:

The child should draw a line between words that end alike:

bluff	grim
blot	spot
brim	sling
bring	gruff

Teaching the pupil to associate vowel sounds with a key picture or a key word is an effective way to develop skill in vowel sounds. Practice exercises to supplement instruction may be found in workbooks such as Phonics We Use, Book C, Phonics Skilltext, Book D, Happy Times With Sounds, Book 2, and The Magic World of Dr. Spello. If these materials are not available in your school or through your reading teachers please contact the Reading Center.

Figure G-3: SAMPLE READING CENTER DIAGNOSTIC REPORT

In addition to the staff personnel hired for the two Reading Clinics, substantial expenditures were made for special reading materials and diagnostic equipment. The following types of materials were purchased for each clinic:

- flash x sets,
- controlled reader filmstrips,
- language master programs, and
- high interest-low vocabulary books.

The expenditure amounted to about $2,000 per clinic and was split almost evenly between the materials and the books. These reading materials are available as extra resources for all teachers in all elementary schools. It was reported, however, that because the clinics closed at 3:30 p.m., teachers were unable to get away from their school soon enough to avail themselves of the clinic's services. Or, as often happened, the reading staff would have to stay after hours to keep the clinics open for teachers who did come.

Reading materials and equipment were also purchased for all of the 28 elementary schools in Hampton as part of the ESAP reading program to bolster the resources for classroom teachers and the reading teachers. Approximately $1,200 of reading materials were purchased for each school in the following way:

• audio-visual materials	80%
• games	10%
• skill materials	8%
• professional reference books	2%

Much of the material had arrived late in the school year or is still on order or has not been dispersed to the schools. However, where materials are available, they are being used by the reading teachers and selected classroom teachers. It is expected that more use will be made of these materials as they are disseminated to the schools and as the teachers become aware and familiar with their use.

Output

The outcome and results of the ESAP funded Reading Clinics and reading teachers are numerous and at the same time difficult to measure accurately. A concrete result, of course, has been the establishment of two new Reading Clinics and the bringing of remedial reading services to more children in Hampton's schools.

To assess the impact of the ESAP reading program, an analysis was made of the reading scores measured at the beginning of the program compared to the ending score. Beginning scores were measured in November 1970 and ending tests given in May 1971 as part of the normal procedures of the ESAP remedial reading program. Data were available for 110 elementary school children who participated in the ESAP activity. The children were in grades 2 through 6; 72 percent were boys and 28 percent were girls; 41.5 percent were black and 58.5 were white.

The tests used were: Gray Oral Reading Test, Gilmore Oral Reading Test, Botel Reading Inventory, or California Reading Test Scores. In 31 cases, either the beginning or ending score was missing, indicating no test was given because the child was absent or entered late. These data were excluded from the analysis.

The black children had an average reading deficiency of 2 years 4 months and white students 1 year 9 months based on their beginning reading scores. Table G-1 summarizes the improvement in reading scores that was achieved by the students in the remedial reading program as measured by the difference between their beginning and ending test scores.

In addition to the improvements made by the 68 students reported in Table G-1, 11 children beginning with only a reading readiness or pre-primer ability had improved their reading skills to a primer level by the end of the program. These results, although substantial, could not be quantified in terms of years and months as was done with the other scores.

The normal improvement in reading that would be expected by an average student in this period of time is 0.7 of a grade level (i.e., 7 months). However, these children are not average students as their beginning test scores indicate, and would most likely have progressed more slowly than normal if left in their classroom reading instruction. Data were not available to check the past performance of these children; but based on national statistics, disadvantaged students typically progress only .6 to .7 grade units per school year or about .42 months in a 7-month period.[1] Therefore, the average improvement achieved by most students appears better with specialized instruction than if left in a traditional reading program, as evidenced by the improvement scores in Table G-1.

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1. See, for example, Analysis of Compensatory Education in Five School Districts, General Electric-TEMPO, 68 TMP-93(I), August 1968, p. 15.

Table G-1

AVERAGE GRADE LEVEL IMPROVEMENT (YEARS/MONTHS) BETWEEN BEGINNING AND ENDING TEST SCORES (NOVEMBER 1970 TO MAY 1971)

Grade Level	Black		White	
	Number Of Students	Average Improvement	Number Of Students	Average Improvement
2	0	---	1	0.2
3	4	0.4	15	1.0
4	16	0.7	17	0.7
5	5	0.3	2	0.5
6	1	1.2	7	0.6
Total	26	0.60	42	0.76

As a group, white students showed a higher improvement than did black students. However, when individual improvement scores are plotted versus the beginning reading deficiency (i.e., years behind grade level) an interesting difference seems to emerge. As shown in Figure G-4, the improvement of black students exhibited a consistent trend, i.e., reading gains achieved are proportional to the initial deficiency. In other words, the more deficient a black student is upon entering the reading program, the more progress he is likely to make from the remedial reading program. This is both an encouraging result and perhaps not too unexpected.

On the other hand, reading improvement in white children shows no pattern or general trend whatever, as evidenced by the individual scores plotted in Figure G-5. It is apparent that factors other than initial reading deficiency enter into the improvement gains of white students.

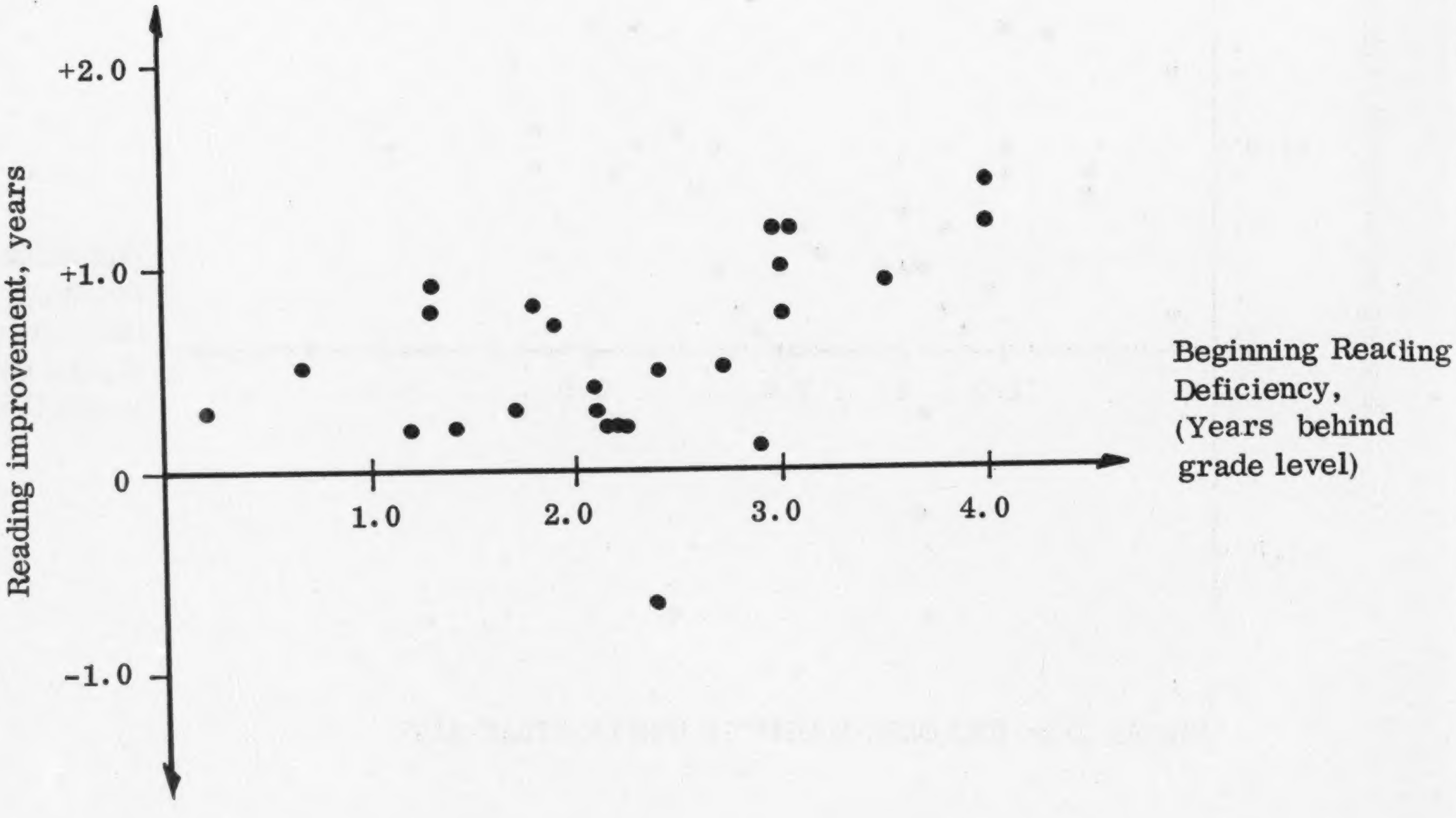

Figure G-4: READING GAINS OF BLACK CHILDREN

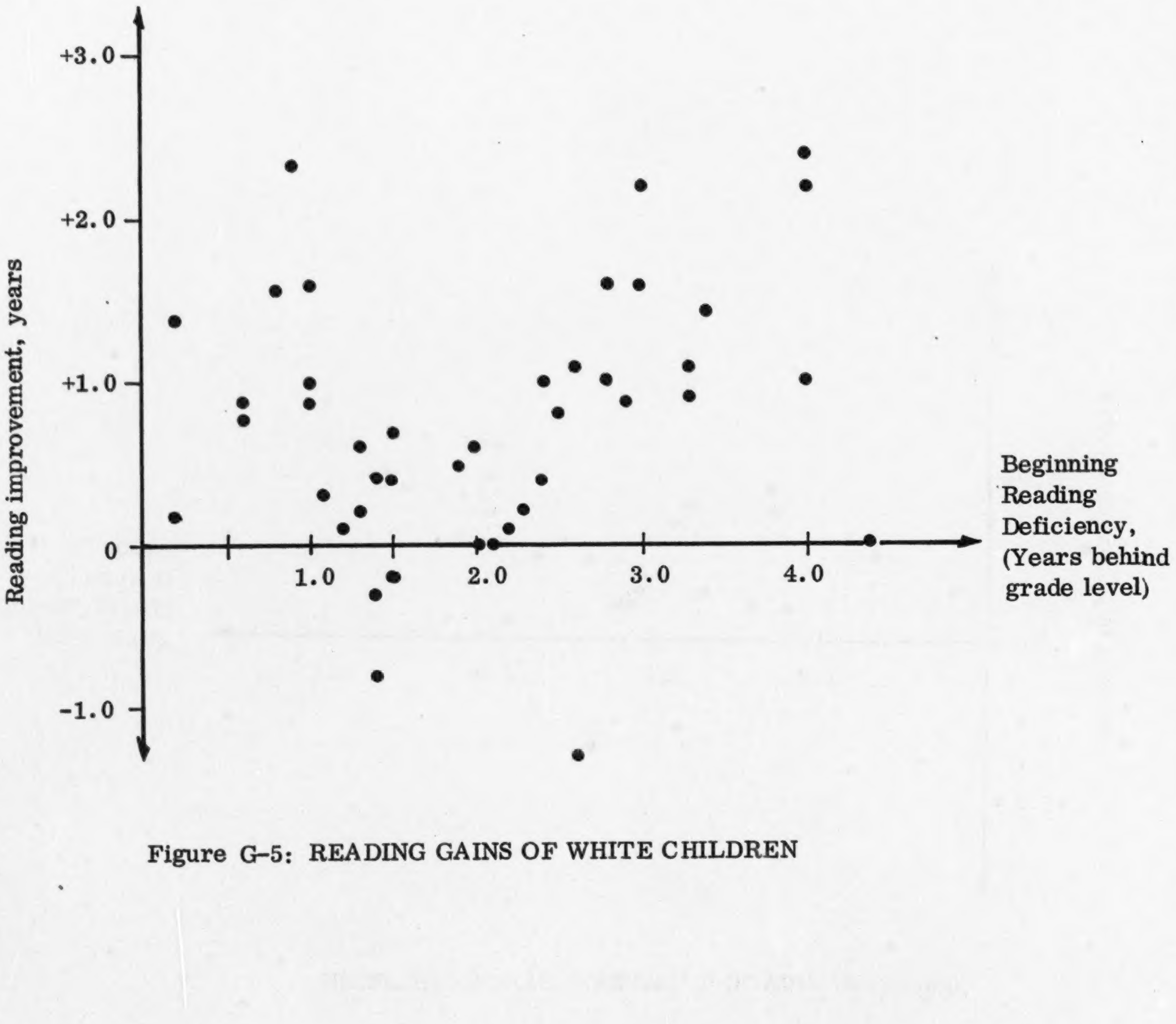

Figure G-5: READING GAINS OF WHITE CHILDREN

One hypothesis to explain the different achievement pattern between black and white students might be that black students have reading problems arising primarily from lack of reading materials and resources and reading training, while the white children's problems may be more psychological or emotional in origin. This thesis is one possible explanation and would have to be much more thoroughly tested with much more data than are available here. However, it is an area where more work and study might be done.

Teacher Inservice Training in Human Relations and City-Wide Forum in Human Relations

Context and Activity Design

In 1968, as Hampton was moving toward complete desegregation of junior and senior high schools, it was felt that although race relations had been good in the city, misunderstandings and prejudice would arise as desegregation progressed and that the school and community would need help with these problems. By means of a grant from USOE under Title IV of the Civil Rights Act of 1964, an Advisory Specialist Program was established with the following general goals (as stated in the original proposal):

(1) To provide assistance to the superintendent in coping with problems relating to the integration of schools.

(2) To provide opportunities for the central office staff, principals, teachers, and parents to cooperatively examine our needs in an integrated school system and to plan ways and means for implementing ou. program to be most effective in educating all pupils.

(3) To promote public acceptance and understanding of the problems and challenges attendant to the development of a fully integrated school system.

(4) To provide a resource materials center relating to the desegregation process.

To quote further, it was felt that "as integration progresses, it is imperative that teachers understand the multi-cultural classroom setting. This is particularly true for the young people who are beginning their professional careers... There is a need for an increased number of teachers being better prepared to deal with problems related to school desegregation. A training program will provide two areas of action in attacking the problems. First, it will provide new teachers with an understanding of oneself and others. Secondly, it is anticipated that such understanding will 'rub off onto others' through teacher-student, teacher-parent (relationships) and teacher associations and observations." A black woman, with

28 years of teaching experience in Hampton schools and 6 years of supervisory and administrative experience was hired as Advisory Specialist. She subsequently devised a program of Teacher Inservice Sessions in Human Relations, the objectives of which were "(1) to provide an opportunity to better understand the problems of the disadvantaged and, (2) to help teachers develop more effective techniques in intergroup relations." The program was sustained by funds secured under Title IV during 1968-69 and 1969-70. In 1970-71 $10,653 was acquired from ESAP funds to continue the program and to involve persons from the community as well.

Activity Process

Six inservice sessions were conducted in 1970-71. The following topics were treated: Problems Attendant to School Desegregation, Developing Interpersonal Relations in the Classroom, Use of Multi-ethnic Materials, Group Interaction--A Medium for Open Communication, "A City of Dreadful Night: The 'Ghetto' of the Negro Novel," and a Problem Clinic and Evaluation Session. Consultants were secured through the University of Virginia Consultative Resource Center on School Desegregation and the State Department of Education. The teachers involved in these sessions are those who volunteered to serve as the human relations representatives from each school. The teachers were paid a stipend of $3.00 per hour for attendance at the inservice sessions. These representatives, according to the Advisory Specialist, are intended to "serve as a catalyst in each school, stimulating programs which would lead to better relations among the staff and better relationships between teachers and students." The program directly involves perhaps less than 10 percent of the total teaching staff of the city.

Outputs

The teachers interviewed varied in their reaction to the inservice sessions. Some positive comments were (white teacher): "The inservice offers a chance to get together to talk out problems, to interact with feelings. The sensitivity sessions have been quite good, and concerns of working with opposite-race pupils have been helpfully discussed. In fact, they have gone beyond helping blacks and whites adjust, and are now looking for more and better interactions between all people." A black teacher said: "Some of the workshops are very good and some of them have made whites aware of black problems... The sessions made the white race aware of blacks as people, helped them to give up stereotyping quite so much--and also helped blacks not to stereotype whites." (white teacher) "I've used some of the techniques I learned and they are valid, it seems. I've instituted 'rapping' (straightforward frank talk) among students in the classroom. I've used the 'trust walk' sensitivity technique. I think that these procedures are helpful in bringing about closer relations among black and white students in the classroom... I believe that, at least for those in attendance at the seminars, relationships among blacks and whites have improved as a result." (black teacher) "The techniques have been quite helpful to me, but they are probably more beneficial to whites especially the sessions about how to deal with black students... I feel that the sessions have brought the representatives from my school closer together, particularly the sensitivity sessions and the frank discussions."

Those who commented negatively said: (white teacher) "Everybody (at the human relations sessions) is polite and friendly, but after getting back to their own schools nothing really happens. I don't believe that the programs are of any particular value. Part of the reason is that there is little time to make use of what we learn when we get back to the classroom." (white teacher) "I get bored listening to the speakers, and the sensitivity things are really phony... They don't have a lot of influence on my teaching because there's not enough time to get in those extra things." (black teacher) "They really aren't very useful--the teachers who are there are the ones who need it least." (Others echoed this sentiment.)

A number of teachers were of the opinion that the program did not reach enough people. A white principal sums it up. "The meetings themselves have been fruitful. The teachers do come back and talk (about the sessions) to me as principal, and to others in the school. But there is really no format for bringing the concern of these meetings back to the school in a way in which they are really helpful." Several teachers reported that they discuss the sessions with no one at their school. When two teachers, not involved in the sessions, were queried about the program, they responded that they had never heard of it. The Advisory Specialist appears to be aware of these problems. She says: "Generally speaking, we have grown in our acceptance of one another, black and white, through these programs... (however) the program shouldn't continue next year as it is now. The focus should shift to individual schools. In fact, it is our intention that the plan will change next year, will focus on planning workshops in each school and will involve the faculty as a whole, rather than just representatives from various faculties."

Also included in this activity was the Hampton City Forum in Human Relations, intended to involve teachers, students, and especially parents with the topic of "Hang-Ups in 'Rapping'--'Communications' if You're Over Thirty." Music was provided by the "Up-With-People Singers," a speaker reflected on the theme, those assembled broke up into groups led by an adult and a youth, to further explore the topic, reports from these groups were made and observations by consultants were put forth. All respondents report that the program was well-received by those present, but there was disappointment in the fact that attendance on the part of parents was quite poor. One member of the Bi-Racial Advisory Committee blames this on lack of adequate publicity.

Funds for the above programs as well as the Special Student-to-Student Program discussed below (a total of $12,294) were not expended, primarily because consultants were acquired free of charge from the State Department of Education and the University of Virginia Consultant Resource Center in Desegregation. The reason for this is, as stated by the Advisory Specialist, "that it was not known earlier in the year that this would be a federally-funded program. It was thought that the funds would come from the city and therefore, costs were kept down as much as possible by using consultants that would work free." The Advisory Specialist, in a letter to the HEW Equal Educational Opportunities--Title IV Office for Region III, dated May 14, 1971, made the following request:

> We should like to transfer $6,000.00 for the following purposes:
>
> - An institute for youth leaders (elected and non-elected) for a three day summer leadership camp to be held during the day; six from each junior and senior high school, grades 8-11.
>
>   Its purpose will be to help these young people develop positive techniques in group interaction.
>
> - A two-week crash program for teachers having difficulty in oral expression--for teachers who need a "crash" program in improving their speech patterns. Because the localities from which they come and frequently because of lazy speech patterns, it is hard for them to be understood by the students. Such an experience would help in this matter of communication. Money allotted will be spent for instructors and instructional materials.
>
> - A three-day workshop for forty selected teachers in black history. The purpose would be to help these teachers incorporate in the regular American history courses the contributions of blacks to America's development.

The response to this request is not known at this writing.

Youth Seminars in Human Relations

Context, Activity Design, and Process

As described above under "Social, Political, and Racial Context," the quality of black-white student relations is somewhat tense. Students tend to voluntarily segregate, and there have been incidents of unrest. ESAP funds were requested to institute a program consisting of several youth seminars in human relations, under the direction of the Advisory Specialist. In her words the goal of the activity was to "bring about interaction between racial groups, to bring about group action, to meet the problems of polarization, to avoid voluntary segregation on the part of students." The seminars were similar in format to the teacher inservice sessions in human relations. Various encounter group techniques, like the "trust walk," the "fish bowl technique," and role playing were used to create a more relaxed and open relationship among the students present. At one session students viewed a film depicting scenes in which black and white students were involved in racial problems. Students were asked to discuss solutions to these problems, which were evaluated by the seminar leaders.

Outputs

Four student participants in the seminars (two black and two white) interviewed at one junior high school were highly pleased with them. They felt that the programs were "helping to get young people, black and white, together to work out their own problems." They approved of the way seminars were run and were generally pleased with the ways they had been led to interact with one another. In their school there is an active student relations council, made up of student representatives, one black and one white from each classroom, who meet regularly to discuss various student problems--not always racial in nature. The participants in the youth seminars were able, they say, to bring back the facts and techniques learned to this larger group, which made good use of them. One result was an assembly program presented by the student relations council which borrowed directly from situations treated in the youth seminars, and which was apparently well-received by the student body as a whole. They felt that these activities had been instrumental in averting racial unrest in the school, and would like to see them continued and expanded.

Two students at a nearby high school were more negative in their evaluation of the youth seminars. Both felt that the seminars were a waste of time, that they had little purpose, and were not carried out effectively. Sandra (white): "I don't think the meetings accomplished much. The people left, still having the same kinds of problems. And the sensitivity exercises really resulted in a phony interaction between people." Mike: "This type of set-up won't ever work because you don't get the people there who really need it... The parents are the ones who really have changed their attitudes about guiding the way students interact or don't interact in school." The school atmosphere was described as tense, with a current tendency away from, rather then toward, increased integration. It was clear that these two students were uneasy in one another's presence and hesitated to speak frankly.

The Advisory Specialist feels that the program has been useful to most of the participants, that it "has made them more aware of intergroup relations." She notes, however, that "some, but not enough students have taken the results back to their schools." She believes that next year's youth program should be expanded.

Kindergarten Vocabulary Development

Context and Activity Design

A number of children who enter the Hampton School System are, in the opinion of the teachers, deficient in working vocabulary. Most of these children are from disadvantaged backgrounds; many of them are black. Efforts to combat this problem at the fourth and fifth grade levels have already been described. A program to correct this deficiency at the earliest contact of the pupil with the school system is under development at this writing. The Kindergarten Supervisor has been appointed to oversee this development and has in turn selected two black and two white kindergarten teachers who will work approximately 180 hours apiece to develop the program which will be used in 1971-72 with approximately 2,000 pupils in 97 classes. The program will attempt to teach 200 words, 25 in each of eight concept areas. These concept areas will include parts of the body, space, birds, emotions, seasons, opposites, and two other yet to be determined. Teaching techniques will include use of games, poetry, art work, songs and musical instruments, flannel board figures, puppets, and others. Visual means of instruction will be emphasized, including the development of an original set of photographs illustrating many of the words.

According to the Supervisor, "The goal of the program is to improve the communications process of children so they can get along better. Particularly the unit on emotions is designed to help children talk out problems rather than acting them out... The child who is successful in reading is the child who has already a large speaking vocabulary... The program is also intended to help with certain 'pronunciation difficulties' of the black children, which make it difficult for white teachers to understand them."

CONCLUSIONS AND RECOMMENDATIONS

Fourth and Fifth Grade Vocabulary Development

Insofar as it can be determined from the limited information available, it appears that this program has produced a suitable return for a quite small investment in effort as well as funds. Test score data at least suggest that vocabulary has been enhanced for many pupils, with the greatest gains having been made by disadvantaged and minority race children. The activity was wasteful, however, in that it occupied the time of the large number of pupils who were already largely in command of the vocabulary that the program sought to teach. An accurate assessment of the worth of the program should rest on the analysis of SRA Achievement Series scores in vocabulary and reading comprehension. If this analysis bears out the contention that the program is useless for a considerable number of students who already know the words, but quite beneficial to another group of students, then the school system should consider continuing the program only for those who need it. This need could be ascertained by SRA scores or by administration of the mastery test as a pre-test.

Reading Centers

In the main, the original objectives defined for the ESAP reading program at Hampton and the establishment of additional remedial Reading Clinics seems worthwhile although its role in desegregation seems remote. If the objectives stated in the ESAP proposal were truly intended, one might expect to see a higher proportion of black students participating in the program to narrow the gap and remove the "barriers of integration." However, as a compensatory and remedial educational program, the ESAP activity can be highly recommended.

One improvement that seems needed is to reduce the number of schools served by each ESAP reading teacher. Concentrating the teaching for periods of 6 to 8 weeks as suggested by one of the staff members might be a worthwhile alternative.

The Hampton School District is to be commended on its ability to work with a variety of federal programs and on the way it has integrated local funds with federal monies to reach a common goal. A shortcoming of this arrangement, however, is the overlapping of duties and functions between the three types of reading teachers, the classroom teacher, the two ESAP clinics, and the Reading Center. Obvious improvements could be made if the administration were free to allocate their resources and staff in a more flexible manner. A total program approach resulting from such a plan would more likely be more consistent with the desired goals. At a minimum a unified program would be more easily understood by the school teachers and staff; perhaps, they would also make better use of the resources.

It is recommended that Reading Centers continue in the Hampton Schools and that the reading staff be retained. The experience and expertise gained from this year's program will make it even more valuable next year. Little additional funds seem needed for reading materials for the elementary schools since so much was purchased this year. However, the resources of the secondary schools should be surveyed to determine any needs there.

Teacher Inservice Training in Human Relations and Youth Seminars in Human Relations

These programs have undoubtedly been of some assistance in improving relations between the black and white participants. They also have communicated helpful information about special problems in teaching disadvantaged and minority race children and have taught some useful skills for improving faculty and student-faculty relations with the school. They have helped some students deal with the problems of racial difference in beneficial ways. At least some small steps have been taken toward better relations in the community. They do address a verified need for more cooperation and understanding among blacks and whites in the school and in the community as it relates to the school. Expenditures under both Title IV and ESAP have been modest. The program has, however, fallen quite short of a solution to the problems. Only a few teachers and students have been involved; community turnout was small for the one community-oriented activity. Since attendance is voluntary in these activities, it is unlikely that those with more serious conflicts in regard to race are reached at all. Rarely were teachers or students able to bring the benefits of these activities back to their peers. There is still a clear need for better relations among black and white students, teachers, and administrators. Black teachers described occasional instances of offensive behavior on the part of white colleagues, which might well have been avoided by greater sensitivity or knowledge. The "polite but cool working arrangements" among faculty seemed to describe most schools. Students revealed misunderstanding and mistrust, and in some schools outright hostility between races. A great deal more must be done to deal effectively with these problems, especially with students, upon whom the least expenditure has yet been made, and in whom rests the greatest potential for either disruption or the final solution to racial discord.

In relation to human relations concerns, we recommend that the Hampton School System not continue the Teacher Inservice Training in Human Relations as it stands. Maximum results have already been achieved in the three years of the program's existence. Contingent upon the availability of funds, an expanded program of workshops with each school, with attendance by faculty required, which deals both with interracial relations among faculty and with students should be considered.

Also, higher priority should be given to the human relations needs of students, which now appear to be more critical than those of teachers. This could be accomplished by scheduling more activities within each school, involving both the student body as a whole as well as small groups of selected students.

Kindergarten Vocabulary Development

This activity appears to be well conceived and progress toward its development is proceeding according to schedule. Apparently no program with comparable goals and techniques has been developed elsewhere. Results after use should be of interest to other districts with kindergarten programs. In developing a Pre-Kindergarten Vocabulary Program, more consideration should be given to the possibility of giving pre-tests on the words to a sample of students to establish a base-line for further evaluation.

General

The progress of school desegregation and of racial relations in general is satisfactory in the eyes of most black and white citizens of Hampton. Considerable credit must go to both city officials and school administrators who chose to comply with the "law of the land" in regard to desegregation. The process is not complete, however. Elementary schools are currently being zoned to achieve greater racial mixing, not without some signs of reluctance on the part of school officials.

The granting of ESAP funds to the district did not result in new and innovative programming; rather funds were used to add to already existing programs. The scope and general purpose of these programs seem appropriate--they address both the educational and human relations aspects of desegregation problems. The educational problems seem to be somewhat under control, though more can be done, of course, Human relations programs, especially for students, must reach more people before they can be considered adequate.

In light of some evidence that communication between school and community is inadequate, the school system might study the possibility that there might be a need for School Public Information Specialist competent to publish a newsletter for parents, able to keep the local newspapers aware of school news, and capable of administering a "rumor-control" program.

APPENDIX H

CASE HISTORY OF ESAP IN LEXINGTON, NORTH CAROLINA

Principal Investigator:	Garrett H. Weinberg RMC, Inc.
Other Participating Staff:	Naomi H. Henderson RMC, Inc.

LEXINGTON, NORTH CAROLINA

BACKGROUND

Community Description

Lexington is in Davidson County, North Carolina, midway between Winston-Salem, Greensboro, and Charlotte, located strategically in the heart of the "North Carolina Piedmont Crescent." Its population is about 18,000. The city is proud of its modern medical facilities, recreational advantages, 36 churches, sports, cultural and entertainment opportunities in the nearby cities, and higher education facilities within commuting distance, in addition to Davidson County Community College located in Lexington. It is supported primarily by textile and furniture manufacturing.

The school system is subdivided into three attendance zones. Each zone includes a primary school for grades K-2, and an elementary school for grades 3, 4, and 5. All children in the system in grades 6 and 7 attend the single intermediate school, those in grades 8 and 9 attend the same middle school, and those in grades 10, 11, and 12 attend the senior high school. There are 4,814 students of whom 1,216 are black. The district employs a full time professional staff of 218, of whom 39 are black. The 1970-1971 school budget, which totaled $3,083,624.68, is derived from three main sources: state funds, 58.4 percent; local supplementary funds, 30.1 percent, and federal grants, 11.5 percent. The local funds are derived, in part, from a supplementary tax of 30 cents per $100 of assessed property valuation which enables the district to employ additional teachers and to pay a salary supplement over the state-established salary scale of from $348.00 to $513.00 per annum per teacher.

The Board of Education has six members who serve three-year terms. The present chairman of the Board of Education is a black dentist. Members are appointed by the City Council but act independently of the Council.

Social, Political, and Racial Context

The process of desegregating and reorganizing the city's schools created some problems in the community. A local Save Our Schools (S. O. S.) group was formed to stop the process, but their efforts were unsuccessful because, according to the superintendent, teachers and children did a "good selling job in the community." There is no evidence of a flight of white children to the academies. As of October, 1970, only 18 resident pupils were enrolled in non-public schools.

An attitude scale to determine the attitude of tenth grade white public school pupils toward blacks, which was administered to 35 white tenth graders at Lexington High School, was revealing. While it indicated the white students were making an effort to accept an integrated situation, negative scores were recorded on items such as "Too much money is being spent to try to raise the social and economic level of the Negro people," "Civil rights legislation passed in the last decade has given Negroes more than they deserve," "Negroes belong in their own schools," "Negroes should stay in their place," and "The government does not have the right to force unnatural mixing of the races."

The power structure in Lexington is largely white conservative, traditionally opposed to desegregation, although the mayor and a majority of the Council supported the efforts of the Superintendent of Schools and the Board of Education to desegregate the schools. There is very little social mixing of the races, including the school faculties. All public facilities are desegregated but there remain some restaurants where blacks still do not feel comfortable or welcome.

School Desegregation

The desegregation process within the Lexington school system was started during the 1966-1967 school year, and was completed during the 1969-1970 school year. These are the highlights of the desegregation process:

1966-1967

The white senior high school was opened on a freedom-of-choice basis. There were three black schools: two elementary schools and a combined junior-senior high school.

1967-1968

One of the black elementary schools was closed and the students were transferred into the white elementary schools. The high school section of the combined black junior-senior high school was closed and those students were transferred to the white high school. This left two all-black schools: a junior high school and an elementary school.

1969-1970

When the remaining black elementary school was closed, all students in the Lexington city school system were attending desegregated facilities.

The desegregation process was accomplished relatively smoothly. The usual problems associated with desegregation did not seem to emerge. The superintendent stated that few whites feared the quality of education would deteriorate, and there was little indication that blacks felt their children would not get a good education under the reorganized set-up.

The total number of students reassigned was 2,026.

ESAP Project Summary

The only ESAP activity being funded in Lexington is a student-to-student activity focusing on pupil-to-pupil relationships. As a result of the pupil attitude survey mentioned above, and because the Superintendent of Schools felt the quality of education and teacher effectiveness were at a high level in the system, it was decided to use the limited ESAP funds available to improve student relationships.

Accordingly an office of student affairs was established and staffed with a black director and a white assistant director. These men work with children in grades 6 through 12. Some typical projects undertaken by the Office of Student Affairs include:

- utilizing high school students for an inservice drug institute for teachers,
- beautification projects,
- tutorial activities,
- student council activities,
- reporting for radio stations and newspapers,
- graphic arts field trips, and
- opening and operating a school store.

The budget for the student services program appears in Table H-1.

Table H-1

BUDGET FOR OFFICE OF STUDENT AFFAIRS

Salaries	$17,786
Benefit	$ 1,396
Travel	$ 616
Communications	$ 95
Office Supplies	$ 200
Miscellaneous Administration	$ 157
Instructional Supplies	$ 1,450
Equipment Purchase	$ 300
TOTAL	$22,000

Bi-Racial Advisory Committee

The Bi-Racial Advisory Committee (BRAC) is composed of ten parents, four teachers, and twenty students. Each group is equally divided between whites and blacks. Because the Office of Student Affairs is involved with the Intermediate School, the Middle School, and the High School (grades 6 through 12), the students on the advisory committee were drawn from these grade levels. In addition, there are four ex-officio members of the advisory committee: the principals of the intermediate, middle, and senior high schools and the Superintendent of Schools.

Community organizations represented on the Bi-Racial Committee include the Girl Scouts, Lexington Housing Authority, Community Action Agency, a representative of manufacturers of furniture within the area, and a member of the Band Boosters, a local civic organization.

The Director and Assistant Director of the Office of Student Affairs act as chairmen of the BRAC. The committee has met in the evening once a month since the beginning of the project for a total of eight times. The minutes of the Bi-Racial Advisory Committee meetings, and discussions with several of the members, reveal that the advisory committee is actively involved in the Lexington School ESAP program. The committee is aware of all of the activities of the Office of Student Affairs, has helped develop a number of these activities, and has been involved in the planning of all activities. BRAC works hand-in-hand with the students. The parent members of the advisory committee were carefully selected by the superintendent to achieve a balance of liberals, moderates, and conservatives. The superintendent feels that if these people can begin to work together and work with students, then in the long run the project will have achieved one of his goals of drawing together both black and white parents. The director noted that the conservatives, some of whom were members of the Save Our School organization before desegregation, no longer fight the school board on every issue involving students and student affairs.

ESAP ACTIVITIES

Office of Student Affairs

Context and Activity Design

The administration of the school system is concerned about student involvement and active participation in bi-racial activities that will "activate the kids." The superintendent and Director of the Office of Student Affairs want activities that will reach all the children, "those that do things, those that watch things, and those that don't know what's happening." They consider the development of these kinds of activities essential in Lexington for three reasons:

- the results of the student attitude scale, previously mentioned (see attachment to this appendix),
- personal observation by them confirming that a high degree of racial polarization of students existed, and
- the quality of instruction, teacher attitudes, and teacher-student relationships were felt to be good.

This left the important area of student relationships as the primary weak spot in the desegregation process, although some other concerns had been expressed about the need to get the community more involved in the schools, and the schools in the community. The ESAP funds were then used to establish the Office of Student Affairs. As the superintendent put it, "Two directors of student affairs and a part-time aide are employed to supplement the current pupil personnel staff and this team involves teachers, students, parents, and other community citizens in a variety of activities designed to improve human relations. The basic assumption under which the project operates is simply this: people with different backgrounds, concepts, and interests will understand and accept each other better if they work together on problems of mutual concern. Thus, the role of the pupil personnel team is to involve students, teachers, and parents in a number of projects designed to solve some identified school or community problems. Underlining each effort, however, is the primary goal of obtaining better understanding and respect among the participants."

These were the specific objectives of the program:

- to improve the attitudes of students toward other students from different economic and ethnic groups,
- to improve the attitudes of parents toward other parents from different ethnic and economic groups,
- to increase the academic performance of selected students in tutorial and other programs designed to improve the handicapped learner,
- to improve the attitude of students involved in the project toward the public schools, and
- to improve the leadership ability of the students involved in the project.

The basic plan for the project was drawn up as follows:

- The first step will be to employ two competent specialists, one black and one white, who have the responsibility of directing all ESAP project activities. Clerical assistance is to be provided for the two specialists. Regularly employed guidance conselors and teachers will join the two specialists on a part-time basis in order to form a pupil personnel service team.
- As soon as the directors are employed, they will select an advisory committee composed of parents, teachers, and pupils. The composition of the advisory committee is to be as follows: four black and four white parents, two black and two white teachers, and six black and six white students. The Superintendent of Schools and the three principals in the school unit will serve as ex-officio members of the advisory committee. A special effort will be made to allow students the freedom to make suggestions and to formulate plans to solve their own problems as well as those of the school and community.

- Although the advisory committee and the specialists will make the final decision as to how participants will work and what projects will be undertaken, some basic operating principles and suggestions for the projects are included.

There are five basic operating principles:

- On all working teams there will be approximately an equal number of black and white students. Care will be taken to ensure that both black and white students have equal opportunity to share leadership roles.
- A special effort will be made to include the underachiever, the potential dropout, and the student from the low-income family in the project activities.
- On each task force there will be two or more adults, but in no case will the membership of the task force include more than one fourth of the team membership. Care will be taken to ensure that adults do not dominate youth but will work as advisors and co-workers with the youth.
- Projects to be sponsored may be recreational or may be designed to eliminate some school or community problem. Regardless of the nature of the project, however, it must be operated to ensure interaction between the races and between adults and youth.
- Although this particular project is operated by the public schools, other agencies and community groups will be involved in many phases of the endeavors of the project. For example, such individuals and groups as the mayor, members of the City Council, the police, Davidson County Community Action Personnel, and civic clubs will be called on to participate and sponsor activities. Volunteer help from the community is imperative in this type of endeavor.

Both the plan and operating principles were adopted and implemented with no major modifications. The superintendent discussed the plan with a human relations expert from the State Education Department, a representative of the DHEW Regional Office from Philadelphia, and a human relations expert from the North Carolina state government. The plan was then discussed with the Bi-Racial Advisory Committee and approved by it. Adoption of the plan received good publicity in the Lexington newspaper.

Activity Design

The Office of Student Affairs (OSA) serves as a focal point for student activity within the Lexington City School District. The OSA guides, directs, and plans student programs designed to solve specific school or community problems. The OSA and students in the participating schools (Dunbar Intermediate, Lexington Middle, and Lexington High School) work with the community, with the mayor and City Council of Lexington, with church groups and other liaison groups in attempting to solve problems. For example, one of the many projects undertaken by the OSA involved ecology. The students were interested in both the study of ecology and its practical applications in Lexington. The OSA helped form ecology clubs at the schools (Society for the Preservation of our Environment and Community--SPEC), developed programs educating the students about ecology, and involved the students in clean-up and beautification projects within the school and the city.

Because of the grade range of the participating schools, the OSA program concentrates on grades 6 through 12. The administration stated that it selected those grades for a number of reasons. First, because this age group is more mature than grades 1 through 5, children can work together after school. Second, before the students entered the intermediate school, they had spent five years in an elementary school with the same group of friends. The transition to a larger school with its larger student body and a much more ethnically, socially, and culturally mixed group of children could be very difficult. By concentrating on the older children, the superintendent feels that they have an effective means of easing the transition difficulties as well as getting black and white students working together on a social basis after school hours on projects of mutual interest.

The function of the staff is to motivate students individually and in groups. The staff members counsel but do not serve as guidance counselors. They work with the community, the mayor, and the City Council to set up city-wide programs, and participate with church groups and liaison groups in community activities. Part of their task is to be familiar and knowledgeable about local resources, local and state government and personnel, and problems associated with these governments.

The Office of Student Affairs did not start its program with a formal schedule of activities. Each activity was generated and developed around specific interests expressed by the students, the superintendent, or the OSA staff.

A number of Office of Student Affairs programs were observed in action. The first, SPEC, the Society for the Preservation of our Environment and Community, was established by the Office of Student Affairs and is co-sponsored by the Davidson County Health Department, Soil Conservation Service, U.S. Department of Agriculture, the North Carolina Forestry Service, Tilden's Nursery, and the Agricultural

Extension Office. SPEC is concerned with the beautification and conservation of the surroundings, including schools and the adjacent community. Sixth and seventh graders from the Dunbar Intermediate School are involved in the program, which meets after school on Tuesdays of every week. The meeting observed was chaired by the assistant director. Twenty students were in attendance, 50 percent white and 50 percent black. The group was involved in planting flowers and shrubs around the Dunbar Intermediate School. A lecture on correct planting procedures was given by a member of the Agricultural Extension Office. Each student was given two plants to take home to plant in his own neighborhood or yard. The students appeared to be enjoying themselves while learning. An informal presentation by the director of OSA made to a group of senior high school students on black culture and black experience was also observed. It was related to a course in black literature and experiences. The material was well received by the students and there was a large amount of give and take among the students, teachers, and the director. It appeared to be an enjoyable session, and both the white and black students participated. A planning meeting for the Lexington area Youth Council was also observed. This is a council that the director helped establish in the City of Lexington. Observations of three activities confirmed that the directors of the Office of Student Affairs and the students were actively involved in bridging the gap between the school, the students, and the community.

The following table illustrates both the range and number of projects and activities undertaken by the Office of Student Affairs.

Lexington Senior High School

Liaison with Social Concern Committee
After school tutorial program
Systematic approach to testing course
Student Council activities including elections
Lexington Youth Council
Student presentation of inservice drug institute for teachers
Freedom Shrine assembly
Lectures to classes on various drug and social problems
Ecology Week
Drug program presentation
Beautification projects
Society of Fine Arts tutorial program
Work with guidance department on selected activities

Lexington Middle School

Constitutional changes
Student Council activities
Tutorial activities
Beautification projects
Drug program
Provided school reporter for Focus and school newspaper
Inservice activities for gifted students
Elections
Orientation program
Classroom lectures and discussion groups

Dunbar Intermediate School

Tutorial program
Forming of Student Council
Constitution
SPEC Club
Boy Scout assemblies
Boy Scout manpower drive
Selling gum for UNICEF
Beautification projects
Guidance activities
Two graphic arts field trips
Elections
Provided school reporter for Focus and school newspaper
Presbyterian tutorial program
Opening of a school store

Community

Lexington Youth Council
Inservice Drug Institute
Boy Scout activities (SOAR)
Meeting with agricultural organization for SPEC activities
    4-H Agricultural Extension Service
    North Carolina Forestry Service
    Soil and water conservation
Periodic reporting for radio and newspaper
Meetings with civic organizations
Environmental Day activities
School reporters for radio
Judged certain school-oriented activities
Overlapping Student Council activities
Developing music project with all three schools

The range and number of projects illustrates both the strength and weakness of the program. The students are involved in activities that had never been presented to them before. Rather than concentrating on a few specific areas, their enthusiasm got the best of them, and they decided to explore many areas of interest. Perhaps it is better to err on the side of too many activities rather than too few activities. The students are now at the point where they believe the Office of Student Affairs can work with them and for them, and the continuation of funding for the next school year might bring about a modification in the direction of the Office of Student Affairs. The director indicated some programs will be dropped and others will be expanded and entered into in greater detail.

The quality of the staff is critical. Principals and teachers agreed that the directors of the Office of Student Affairs were totally committed to students and to developing ways of improving their educational and social outlook. They agreed that if the project could be considered successful, the success must be attributed to the director and assistant director.

The director and assistant director serve as troubleshooters and as unofficial guidance counselors when the superintendent or principal feels it necessary. By working closely with each other, the director and assistant director have reached an unofficial agreement as to who concentrates on which group of students. Prior to the opening of the Office of Student Affairs, the director was Dean of Boys at the high school. Because of his familiarity with high school students, the director tends to concentrate his activities on secondary students. The assistant director had taught in the intermediate school, and concentrates his activities and efforts on the intermediate and middle schools. This division of effort appears to work satisfactorily, and each of the principals interviewed agreed that the person working at his school was the right individual.

Outputs

Outputs of the OSA are encouraging. Discussions with students indicated that they viewed the Office of Student Affairs more as a device to involve them in the school than as a means of easing problems of desegregation. However, more importantly, they feel it enables them to do things within the school that they have never been able to do before. Students believe that the racial climate at Lexington, "is pretty good but not great," "it has a long way to go, but nobody is fighting in the classrooms or hallways now." They observed that the athletic teams are truly integrated, both socially and on the field. They felt this was a major step in solving one of their own problems related to desegregation. The only criticism the students mentioned was that they "wished the program could get involved more deeply in some of their activities." They felt that occasionally the program just scratched the surface of some subject in which they were deeply interested. They do not fault the program, but recognize that it has to serve many needs and their own specific interests can sometimes get glossed over. They did say that the program developed their interests and enabled them to investigate some subjects more intensively. This is because the Office is willing and able to involve community agencies.

The principals of the three participating schools agree that some sort of program involving the children directly was necessary. Their answers to "why such a program was needed or what such a program would accomplish, " included comments such as, "to be able to work and live together in harmony, " or "establish more effective lines of communication between blacks and whites through cooperative projects within the school and the community. " No principal disagreed with the need for the program. They all stated that the program attacks the problem of getting black and white students and parents to work together on a common basis.

One of the principals expressed concern that there might be some administrative problems with the program. The common complaint was that no one within the schools quite understood the role of the Office of Student Affairs. The principals blame this on a lack of planning sessions. They agreed, however, that this lack of planning has been overcome as the program has been implemented and there has been no revision or modification of the original plan.

When asked whether or not they would have used the ESAP money in a different manner, or would have done something else to attack the needs as they saw them, the principals agreed the Office of Student Affairs was an excellent idea, and in some cases was successfully reaching those students that they felt should have been reached. There was universal agreement that the Office of Student Affairs has had a positive role in desegregation. They believe that the students "are learning for themselves how to appreciate one another both in and out of the school, " and that "the racial climate in Lexington has generally been good. " They believe that there are still some problems both inside and outside of the school but "they are happy they are working toward a mutually agreeable solution. " By having students participate in programs of their own design, the school system has successfully altered the thrust of student unrest. Things that the students want to do are being undertaken as opposed to things the school forces the students to do. The principals agreed that some of the OSA activities carry over into the classroom, such as the SAT (Systematic Approach to Testing) course and the tutorial program. They believe the project is changing attitudes about school and about one another, and that this change in attitudes is going to have significant impact within the classroom in a few years. This is a long-term process and they do not expect results overnight.

The Superintendent of Schools believes that the project has proved his basic contention that schools are for children. He believes in the child-centered school, as opposed to a teacher-centered school. His contention is that students are mature enough to have a significant say about how things are done. By motivating children and letting them do things that they are interested in, he believes that he has proved that the students can do an excellent job of working together on areas of mutual interest and mutual concern. He stated that the students can be treated as young adults and that their viewpoints about school and community should be listened to.

The Director of the Office of Student Affairs has indicated that the project has helped the administration learn "how to understand students." He believes he has become more aware of their problems, their social awareness and understanding, and their concern about the country. As the superintendent and the Director of the Office of Student Affairs say, "the students are young adults--let's treat them as young adults."

The second viewpoint was expressed by one of the principals, "I didn't think the things that have happened could have happened. Both guys have helped tremendously. They are doing the children more good by this Office of Student Affairs than any type of educational program. Human relations and working together on a non-color basis is most important." The principals were pleased that the participation rate and behavior of the students was much better than anticipated.

One of the outcomes was the development of leadership ability by students. This was particularly pleasing to the OSA because it occurred to those students who ordinarily might not have a chance to develop leadership. Another area in which principals noted growth was the ability of the students to develop and plan programs. For example, the development of a constitution and a student council in the intermediate school, while primarily generated by the Office of Student Affairs, was a student-run program. The students were involved in writing the constitution for the school, in establishing election procedures, and in electing representatives from the student body. Because all of the thinking and writing and legwork were done by the students, the constitution and Student Council are appreciated much more by the students.

Another example of a project planned and directed by students was a special issue of Black and White Compromises, produced by the students of the Lexington Middle School. Its purpose is to emphasize understanding of different ethnic backgrounds and stimulate interest in the backgrounds. A copy is included in Attachment II. The Office of Student Affairs helped print the document, but all the writing and collection of data and attitudinal questionnaires were done by the students.

What appears to be one of the major lessons learned from this project was summarized by the assistant director as follows: "I'm surprised and pleased at how little it takes to motivate kids . . . . Being accepted by the kids and the community is a very nice and human feeling." A pertinent observation was made by the Chairman of the Board of Education. Two years ago, the Lexington school system with the aid of a federal grant had developed an ungraded curriculum in one of the schools. Although this program was an academic success, it was eventually sabotaged by the members of the community who thought it was perhaps too radical and too new an idea for the school system. The eventual demise of this program left a number of scars on both the Board of Education and the administration of the school system that were slow to heal. Thus, when the Board President was able to say, "I don't think this program can be sabotaged by anyone or any group of people," it reflects the acceptance by the community of the concept and activities of the Office of Student Affairs.

Everyone interviewed agreed that the OSA has maximized the return on money spent. They believe that the money was not being wasted on unnecessary programs, projects, supplies, and equipment. In fact, they all agreed that if they had to do it all over again, they would follow the same approach and use the ESAP money again in an Office of Student Affairs. The Chairman of the Board of Education stated that "the directors were two of the best things that have happened to the Lexington city school system." He stated that the two young men were deeply concerned about students and were able to motivate students. Because of their interest, they have been able to get students involved in many activities outside the basic education process. He was in favor of this type of program and believed that the basic educational needs of the students could best be handled by other monies, e.g., local funds and ESEA funds. There was strong agreement by principals that the program is, "geared to students and is excellent."

CONCLUSIONS AND RECOMMENDATIONS

Office of Student Affairs

The concept and the application of the Office of Student Affairs in the Lexington school system is, in general, a well conceived and thought out program. While the program is not original and innovative, it is nevertheless a realistic and valuable attempt at bridging a communications and social gap between blacks and whites and is succeeding. The concept is one that the evaluator cannot recommend for every school system, since the success of such a program depends upon the quality of the staff. With a weak staff or a disinterested staff, the project would almost certainly fail. The concept can be successful only when the staff and the school administration are seriously interested in involving the students in both academic and non-academic activities. In the case of the Lexington school system, the necessary ingredients were there, and in the opinion of the writer, the program was quite successful. This is not meant to imply that the program has no weakness. The two major criticisms of the program are:

(1) A weakness in the planning of the program. The principals of the schools involved and the teachers of these schools at the outset were not fully informed of the purposes and method of operation of the Office of Student Affairs. This created a "communications gap" that took time to resolve.

(2) The diversity of projects undertaken by the Office precluded an in-depth treatment of most projects. Perhaps it would have been better if fewer projects were undertaken in greater depth.

It should be noted that the Lexington school system has not solved the problem of racial unrest within the schools and the community. It is making major strides in accomplishing these objectives, and from this point of view the project was successful. The school system has experienced no racial problems during the school year. This is not to suggest that none exist, but rather that the Office of Student Affairs was somewhat successful in getting black and white students to work together.

It is recommended that this project be continued. It is further recommended that the Office of Student Affairs concentrate in depth on a fewer number of projects. Both the Superintendent of Schools and the Director of the Office of Student Affairs are aware of the extraordinary number of projects and would like to confine them. Some emphasis should be placed on reaching those students who are, as of now, not reached by the program. It is very difficult in a volunteer program to attract and reach those students who would benefit most. These are the students who are close to dropping out of school, and who if reached might become motivated enough to complete their education. An increase in the budget of the program might enable the Office to expand the program and to include such activities as field visits, and augment the supplies and equipment needed.

ATTACHMENTS TO APPENDIX H

Attachment I

An Attitude Scale To Determine The Attitude of White Secondary School Pupils Towards Blacks

By: Mollie Wiggings Shook
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North Carolina State Department of Public Instruction
Raleigh, North Carolina

A joint project sponsored by:

Division of Research and Planning
Dr. H. T. Conner, Assistant Superintendent

Division of Human Relations
Mr. Robert E. Strother, Special Assistant

School used in std. of instrument (129 responses) (1969-1970)

The Attitude Scale to Determine the Attitude of Tenth Grade White Public School Pupils toward Blacks was administered to 35 white tenth graders at Lexington High School. This Scale was administered to 452 pupils from 14 units across the state. The standard population seems slightly out of balance as to geographical location since Greensboro and Wake County did not participate, and five of the units were western counties which have a relatively small Negro population.

An analysis of the results of the Attitude Scale indicates that the students at Lexington High School have a slightly negative attitude. The mean score (LHS) for all items was 3.178296 on a five point scale.

On 12 items, LHS students scored below the average score, indicating a positive attitude. On 19 items, students scored 4 or above, indicating a strong negative attitude.

An examination of the items which carried high positive scores included such statements as:

> "A man should be free to choose his own friends."
>
> "Integrated schools bring more advantage to blacks than they bring to whites."
>
> "Dignity is based on the worth of the individual."

These responses seem to indicate that students are making an effort to accept an integrated school situation although their thinking is not clear but rather ambiguous.

Some of the items receiving the highest negative scores were:

> "Too much money is being spent to try to raise the social and economic level of the Negro people."
>
> "Civil rights legislation passed in the last decade has given Negroes more than they deserve."
>
> "Negroes belong in their own schools."

"Negroes should stay in their place."

"The government does not have the right to force unnatural mixing
of the races."

If the students tested were, in reality, a random sample of LHS student population, it appears that the attitudes of whites toward blacks are not as good as we sometimes believe that they are. Negative attitudes may indicate friction between the races if they cannot be improved.

Mrs. Inez T. Hussey, Counselor

An Attitude Scale To Determine The Attitude of White Secondary School Pupils Toward Blacks

INSTRUCTIONS:

You are to respond to the following attitude items by noting that you:

SA - strongly agree
A - agree
N - have no feeling
D - disagree
SD - strongly disagree

After reading each statement carefully, place a (✓) check mark beside the item under the appropriate symbol.

Example:

SA	A	N	D	SD	
	✓				Blacks are as fine as white people.

In general follow these definitions of response alternatives:

SA - I almost always agree with this statement; or in almost all instances, this statement is true.

A - I frequently am in agreement with this statement; or more often than not, this statement is true.

N - This statement is neither true nor false, or, the evidence indicates that this statement is true about half the time and false about half the time.

D - I frequently am in disagreement with this statement, or more often than not, this statement is false.

SD - I almost always disagree with this statement; or in almost all instances, this statement is false.

If you do not have sufficient information to respond, then leave the item BLANK. A BLANK will mean insufficient information. Please try to answer all items.

DO NOT TURN THE PAGE UNTIL INSTRUCTED TO DO SO

SA	A	N	D	SD	Statement
					1. Blacks have little appreciation for fine art and music.
					2. Welfare programs are designed mainly to assist Negro families.
					3. White symbolizes peace and prosperity.
					4. The danger of school integration is racial intermarriage.
					5. Blacks are dirty.
					6. The United States would be better off if the blacks were shipped back to Africa.
					7. Money spent to raise the educational level of poverty-stricken blacks is money wasted.
					8. The minimum wage law should not apply to many Negroes because their work is so inferior.
					9. The transportation of black slaves to America represents the most serious mistake in American history.
					10. Few blacks can hold a job.
					11. Blacks cannot speak clearly.
					12. Too much money is being spent to try to raise the social and economic level of the Negro people.
					13. Blacks cannot become a part of American society because they cannot learn.
					14. Civil Rights legislation passed in the last decade (10 years) has given Negroes more than they deserve.
					15. White people who sympathize with blacks deserve to be called "nigger lovers."
					16. Negroes belong in their own schools.
					17. Black people have more illegitimate children.
					18. Blacks are just as good as whites.
					19. Any man who can pay his way should be able to live where he pleases.

SA	A	N	D	SD	Statement
					20. Negroes should stay in their place.
					21. Kinky hair is just as good as straight hair.
					22. People of different races should not mix socially.
					23. The quality of education in integrated schools has been impaired.
					24. Negroes are not intelligent enough to become managers in industry.
					25. Interracial marriages should be outlawed in all states.
					26. Negroes should not serve on juries in cases involving a white person.
					27. It is useless to introduce courses in black culture into the curriculum because Negroes have contributed little to our society.
					28. Negroes do not require as much income as whites.
					29. The success of the Nation owes nothing to the black man.
					30. Over population is the fault of black people.
					31. Black people should not be offended when they are called Nigra.
					32. North Carolina has enough problems without the blacks.
					33. There is no correlation between color of skin and intelligence.
					34. Let the Negroes have their own schools.
					35. Interest rates for Negroes should be higher than those for whites because Negroes are poor financial risks.
					36. The courts are too easy on black militants.
					37. White people are better looking than black people.
					38. Whites are better than blacks.

SA	A	N	D	SD	Statement
					39. The government does not have the right to force unnatural mixing of the races.
					40. White people who advocate equal rights for Negroes are hypocrites.
					41. Most Negroes should not be allowed to vote because they do not have good political judgment.
					42. The courts are prejudiced in favor of blacks.
					43. The finest people have white skin.
					44. Black school teachers are not as intelligent as white ones.
					45. It is appropriate for whites to call blacks, nigger.
					46. Members of minority groups make poor soldiers.
					47. Blacks should not be allowed on public beaches.
					48. Black is beautiful.
					49. Social clubs in integrated schools should be abolished.
					50. Blacks should sit in the back of the bus.
					51. Predominantly black schools do a poor job of educating pupils.
					52. The 1954 United States Supreme Court decision that separate schools for the races are not legal will stand as one of the darkest times in American history.
					53. Black students cannot compete with white students.
					54. Black power desires destruction.
					55. Negroes live off white folks.
					56. Negroes are okay as long as they stay in their place.
					57. The best color for skin is white.
					58. Negroes should be regarded as intelligent as whites.

SA	A	N	D	SD	Statement
					59. Unrest in our colleges and high schools can be attributed to black people.
					60. A Negro's life expectancy level is lower than a white's because Negroes are a weak race.
					61. Devils are synonymous with black.
					62. All black colleges can never compete on the academic level of all white ones.
					63. White colleges better prepare students.
					64. A black man who flirts with a white woman should be punished.
					65. The worse thing that can happen to a white child is to be assigned a Negro teacher.
					66. The employment of black people on a large scale in industry has decreased efficiency.
					67. Whites are more clever than blacks.
					68. Blacks do not have good manners.
					69. Blacks are lazy.
					70. The Federal government has no right to enforce civil rights legislation within a state.
					71. Negro college students are poorly prepared.
					72. Whites have a larger brain capacity than blacks.
					73. A black lie is worse than a white lie.
					74. Negroes have no right to complain because they have been treated fairly.
					75. Negroes are only a little more advanced than the most intelligent animal.
					76. When two people of different races wish to marry, such a marriage can work.
					77. The United States is a white man's country.
					78. Whites are intellectually superior to blacks.

SA	A	N	D	SD	Statement
					79. Blacks work only if they can continue to collect welfare.
					80. Before it is too late, all weapons should be confiscated from Negroes.
					81. The average Negro has a smaller brain than the average white person.
					82. Since religious services in white churches are on such a high level, Negroes would not understand the message.
					83. Interracial marriages are wrong.
					84. Negroes have really bad body odors.
					85. When there are disciplinary problems in an integrated school, they are usually traced to black students.
					86. The Negro has no right to demand open housing.
					87. Negro doctors should be required to treat only patients of their own race.
					88. Nordic peoples are more superior than black peoples.
					89. The white people should be in power because they are smarter.
					90. The moral standards of whites are superior to those of Negroes.

An Attitude Scale To Determine The Attitude of Black Secondary School Pupils Toward Whites

INSTRUCTIONS:

You are to respond to the following attitude items by noting that you:

SA - strongly agree
A - agree
N - have no feeling
D - disagree
SD - strongly disagree

After reading each statement carefully, place a (✓) check mark beside the item under the appropriate symbol.

Example:

SA	A	N	D	SD
	✓			

Blacks are as fine as white people.

In general follow these definitions of response alternatives:

SA - I almost always agree with this statement; or in almost all instances, this statement is true.

A - I frequently am in agreement with this statement; or more often than not, this statement is true.

N - This statement is neither true nor false, or, the evidence indicates that this statement is true about half the time and false about half the time.

D - I frequently am in disagreement with this statement, or more often than not, this statement is false.

SD - I almost always disagree with this statement; or in almost all instances, this statement is false.

If you do not have sufficient information to respond, then leave the item BLANK. A BLANK will mean insufficient information. Please try to answer all items.

DO NOT TURN THE PAGE UNTIL INSTRUCTED TO DO SO.

SA	A	N	D	SD	Statement
					1. The courts are too hard on black militants.
					2. The transportation of black slaves to America should strengthen the bonds of brotherhood between black Americans and black Africans.
					3. Blacks are better than whites.
					4. The United States is not a white man's country.
					5. Whites respect only violence or the threat of violence from a powerless people.
					6. Although the schools are being integrated, white principals still favor white students.
					7. Many white students are understanding enough to accept black students at all levels.
					8. White, as a color, suggests power; black suggests weakness.
					9. Welfare programs are designed mainly to keep Negro families dependent on whites.
					10. The book publishing companies have been unfair to black people in recording the history of America.
					11. Police are the system's enforces of the slave ethic.
					12. Blacks can perform any task as well as whites for which they have had equal training and experience.
					13. Banks charge blacks more interest on loans than they charge whites.
					14. Black people make less money than white people because white people are in control of employment and promotions.
					15. The quality of education in integrated schools has not been impaired.
					16. White people could not have endured the hardships which black people in America have had to face.
					17. The government has the right to force mixing of the races.
					18. Tests used in schools are designed to favor middle-class white children.
					19. It is important to introduce courses in black culture into the curriculum because Negroes have contributed much to our society.

SA	A	N	D	SD	Statement
					20. Money spent to raise the educational level of poverty-stricken blacks is insufficient.
					21. All white folk look alike.
					22. Negroes require as much income as whites.
					23. Social clubs in integrated schools should be continued.
					24. Blacks feel that white people think they are better than blacks.
					25. Too little money is being spent to try to raise the social and economic level of the Negro people.
					26. White girls would have more illegitimate children if they did not have money and protection of the "white system."
					27. Negro doctors should not be required to treat only patients of their own race.
					28. Whites refuse to respect blacks.
					29. Welfare programs are planned to make black people feel inferior and hate themselves.
					30. White people are more than willing to let black people fight the Vietnam war.
					31. Negroes belong in their own schools.
					32. The Federal government has the right to enforce civil rights legislation within a State.
					33. Interracial marriages do not help blacks in their efforts to have equal rights.
					34. The moral standards of blacks are equal to those of whites.
					35. Unrest in our colleges and high schools can be attributed to white prejudice.
					36. The courts are prejudiced in favor of whites.
					37. Black people think that almost all conservative whites give moral support to the K.K.K.
					38. When there are disciplinary problems in an integrated school, they are usually traced to white students.
					39. White people benefit more from special Federal programs than black people.

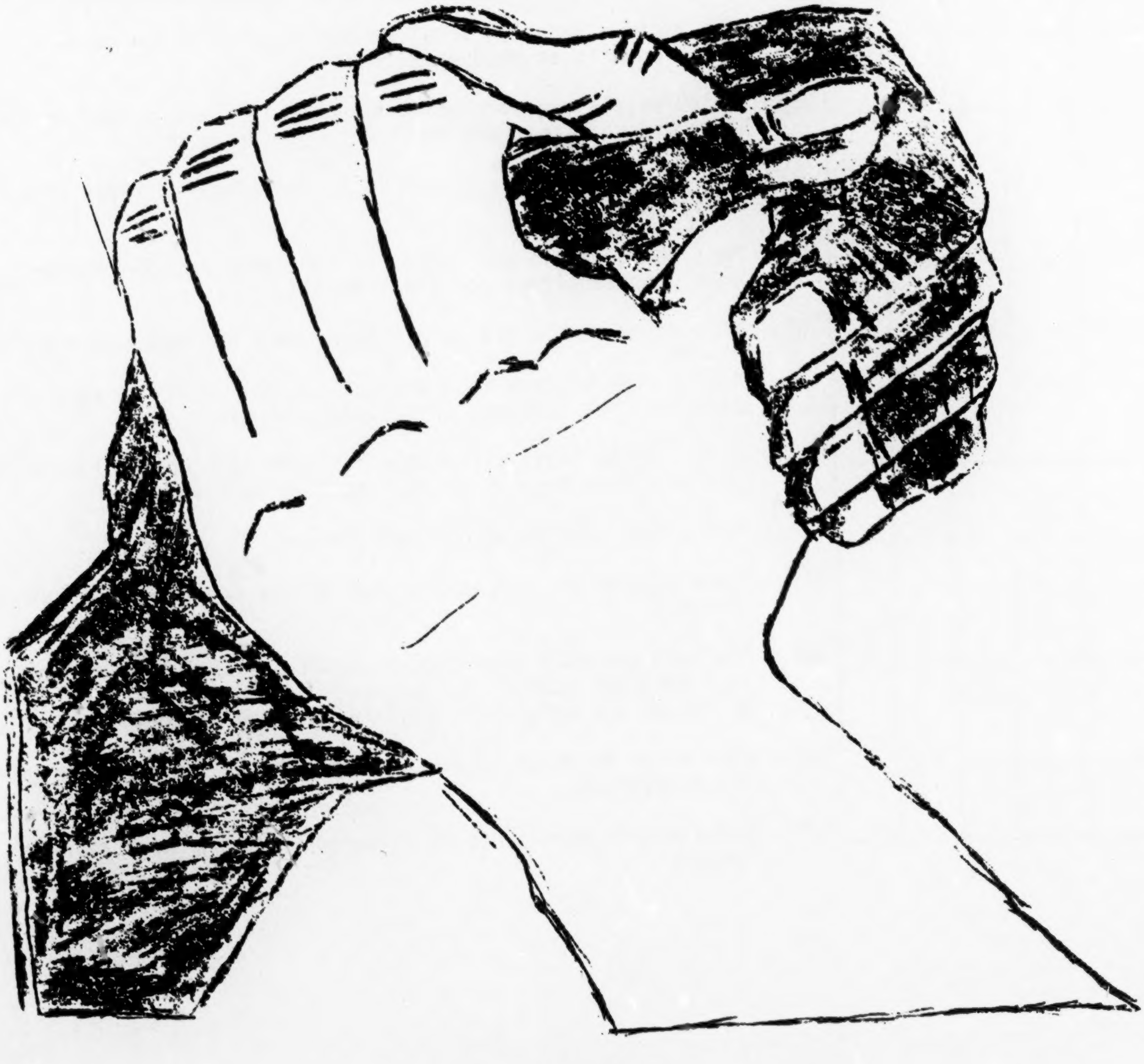
SA	A	N	D	SD	Statement
					40. All white people think they are better than black ones.
					41. Whites are not intellectually superior to blacks.
					42. Whites say they believe in equal right for blacks, but somehow they aren't quite sure about this.
					43. Whites drink more alcohol and use more drugs than blacks because whites have more money and feel guilty for treating blacks so ugly.
					44. Any man who can pay his way should be able to live where he pleases.
					45. "Black is beautiful" has little reference to color; it reflects the beauty of the soul.
					46. Blacks have had great endurance to overcome the white man's effort to destroy the black race.
					47. Interest rates for whites should be higher than those for Negroes because whites are better financial risks.
					48. Blacks can become a part of American society because they can learn as well as whites.
					49. Even many liberal whites believe that there are certain limitations in extending full respect and citizenship to blacks.
					50. White teachers have not learned to appreciate black students well enough to like them as a group.
					51. Nordic people are not more superior than black people.
					52. Poor whites are in the same "bag" with poor blacks and should cooperate to improve minimum wage laws.
					53. Blacks should be allowed on public beaches.
					54. Interracial marriages are evidences of the psychological influences of the white culture on black minds.
					55. White people judge black people on the basis of the color of their skin rather than on the basis of their good qualities.
					56. White people are not honest.
					57. North Carolina has enough problems without white prejudice.

SA	A	N	D	SD	Statement
					58. Blacks continue to collect welfare because they cannot find jobs.
					59. People of different races should mix socially.
					60. White people should be punished for mistreating blacks in America.
					61. In general, black people feel that white people do not deserve to go to heaven.
					62. White people should be made to suffer for the mistreatment of the blacks during the last 100 years.
					63. Negroes are intelligent enough to become managers in industry.
					64. Most of all, white people want to make money.
					65. The courts favor white people.
					66. Black parents are as concerned about their children as white parents.
					67. Many black people feel that fine art and music most appreciated by many white people is without "soul," or (a depth of feeling built on love).
					68. White people use many ways to keep black people from voting.
					69. Blacks have as much appreciation for fine art and music as whites.
					70. The black man's culture is a great culture although it differs from that of whites.
					71. White teachers are unfair to black students in giving grades.
					72. Few white people are sincere when they say that blacks should be treated as equals.
					73. White people will not treat black people fairly unless they are forced to do so.
					74. At the present period inferior performance by whites is less tolerable.
					75. Negroes have a right to complain because they have not been treated fairly.
					76. Most white people who advocate equal rights for Negroes are not sincere.

SA	A	N	D	SD	Statement
					77. A few white people in America sincerely want blacks to enjoy the same benefits and privileges that whites enjoy.
					78. Most blacks can hold a job if given the opportunity.
					79. Many white people have become rich by employing blacks on low salaries.
					80. Black school teachers are as intelligent as white ones.
					81. Negroes should serve on juries in cases involving a white person.
					82. The success of black athletes proves that they are not inferior to whites.
					83. White youth would accept black youth were it not for white adults who are prejudiced.
					84. Predominantly black schools do a good job of educating pupils.
					85. Kinky hair is just as good as straight hair.
					86. The employment of black people on a large scale in industry has increased efficiency.
					87. Coaches like the competition which develops between black and white athletes.
					88. Devils are synonymous with white.
					89. Blacks are beautiful people when given equal opportunities to compete.
					90. White people help black people only when white people can get something out of it for themselves.
					91. White symbolizes that which is good and powerful.
					92. Very poor whites are thought less of than black people.
					93. A white man who flirts with a black woman does not respect her as a possible partner of equal status.
					94. The chief danger in school integration is marriage between the races.
					95. There is no correlation between color of skin and intelligence.
					96. White people are cowardly in their face-to-face dealings with blacks.

SA	A	N	D	SD	Statement
					97. The minimum wage law should apply to all Negroes because their work is as good as whites.
					98. Black people are more beautiful when they are judged by the standards of their own heritage or background.
					99. All black colleges can compete on the academic level of all white ones.
					100. Most white people are insincere when they try to provide equal opportunities for black people.
					101. Many white people act as if blacks were not human beings.
					102. Most whites believe that Negroes are only a little more advanced than the most intelligent animals.
					103. Civil Rights legislation passed in the last decade (10 years) has not given Negroes as much as they deserve.
					104. Whites are just as good as blacks.
					105. Black people who sympathize with whites deserve to be called "Oreos."
					106. The 1954 United States Supreme Court decision that stated that separate schools for the races are not legal will stand as one of the brightest times in American history.
					107. When given an equal opportunity, blacks will match with whites in achievement.
					108. White people should not be offended when they are called "cracker."

Attachment II



SPECIAL ISSUE

BLACK AND WHITE COMPROMISES

By: Mike Fowler
Louis Jones
Chris Thompson

PURPOSE

Our purpose for writing this paper is to emphasize and stimulate the importance of understanding different ethnic backgrounds. We hope this article will start the summer and following school years off with a better understanding of blacks and whites. We also would like for this article to serve as a guide for you to look back at when you have a racial problem. So tune in to Station LMS and see what's happening today.

SPECIAL ISSUE: BLACK AND WHITE COMPROMISES

This article was written by Louis Jones, Chris Thompson, and Mike Fowler. It is dedicated to the students of Lexington Middle School. It is based upon facts about the agreements and disagreements of Black and White students.

We begin with these questions: Why can't Blacks and Whites get along together? What do Whites think of Blacks and Blacks think of Whites? We hope to find the solution to these questions in this article.

We know that there are many Blacks that despise Whites, and in turn, many Whites that despise Blacks. Why do they feel this way toward each other? Is it because of their color, their habits, or their sense of humor? Each in some way is different--too different to be understood by the other, unless given the time and opportunity to communicate with each other. We asked students and teachers, both Black and White, in equal numbers, to give their opinions on what they felt about the opposite race.

Mr. Sturdivant, an eighth and ninth grade science teacher, had this to say. "Although men are placed into different racial groups, based upon their physical features, I believe that every man represents himself and that any opinion formed about anyone should be based upon his attitudes, behavior, and idea.

"But the inner qualities make the man. These are the qualities that I look for in a person that I would like to make friends with. For as James Brown says, 'It's not Black or White, it's what's RIGHT.' "

Merri Tice, an eighth grade student's words were, "If God didn't want Blacks and Whites to mix, I don't think he would have given us the same shape and put us upon the same planet."

Norman Frazier, ninth grade student had this to say, "I have no strong feelings of prejudice whenever I'm among a group of White and Black people. For whenever I'm looking for a friend, I do not look at color. I look for a person that can be trusted and that will help me when help is needed. For my so-called friends, Black or White are all the same to me."

Mrs. Zeilman, an eighth grade math teacher said, "I don't see a color whenever I'm teaching a class, for I am not prejudiced. I see my class as students wanting to learn and I'm just here to teach them. They're all students to me, no matter what color."

Shelia Lockhart, a ninth grade student had this to say, "I, as a Negro, should hate White people, but I don't. Why? Because White people are part of my everyday life and I am a big believer in Dr. Martin Luther King. This is the main reason for me not having a hateful feeling toward them.

"Dr. Martin Luther King's dream wasn't to kill White people, but to be able to be together. I want to help his dream come true. He died for the Negroes, so I think we should help his dream come true. We won't help by calling each other names. We should be trying to get closer together rather than farther apart."

Arthur Philpott, an eighth grade student, had this to say, "I believe the two races could get along a lot better, if there wasn't so much talk about which race was the best. I personally have no hard feelings against Black people, and I hope they have the same feelings toward me."

Mr. Daniels, an eighth grade history teacher stated, "Yes, I believe that everyone has some type of prejudice feelings. I feel that Whites have taken the advantage of Blacks and that some Blacks have taken advantage over very few Whites. There are many Whites that are very friendly and easy to get along with; some of the Blacks are too. I think students, Black or White, are alike to me. The main objective is trying to teach and see some results that are pleasing to me.

"Students have feelings toward each other, and these feelings go in opposite directions when confused with adult ways of thinking and feelings."

Susan Tyree, a ninth grade student, started her opinion this way. "Blacks and Whites--I have come to the conclusion that there is no use of color to people because some determined ones will break through to try and get people to see there is no difference. You might think that several hundred years ago people never dreamed of doing such a thing, but they did. In some history, you will find it started where Negro slave women had their master's babies, even a President took part in this play. Anyway, I just can't see God putting some race of human being on earth to be lower than its other race. If they looked like dogs, it would be different, but they don't. Just think people, it could have been us instead of them. Go put yourself in their place for once. Don't treat them like dirt if you want to gain their friendship, cause they have their pride too. From now on, look at it the other way around and maybe you'll start seeing things in color!!!"

Eddie Scott, an eighth grade student, gave this opinion on the matter. "I don't see any difference at all between Blacks or Whites except their skin. That's why people don't like each other. Anyway, some of my best friends are White. And again, Whites are the people that give you jobs and stuff."

Ann King, an eighth grade student, gave these remarks, "I don't know why not? They are humans aren't they? Some are friendly and nice around good guys. Then there are the mean stuck-up type of people. I like White people because I want to be friendly and I want to be friends with all races. Whites are just like Blacks because you can turn your back on some of both races and they'll cut your neck off. I value my White friends' friendship because they say, without friends, you have nothing."

Mrs. Burrell, an eighth grade math teacher, had a few words to say, "I can't talk about Black and White students for they're all the same to me. But I can talk about the good and bad students. Again, I say that Black and White students are the same."

And last but not least, Gordy Swaim, a ninth grade student had this to say, "Today, the Black and White races seem to mix more than they did in the past years. I feel that there is a need to accept others and learn to work together in this world, even though there will always be a difference of feeling in many people."

These next comments are given by students taken at random from the student body on how they feel about their opposite race.

"I like Black people, some of them. But I feel the same about Whites as well as Blacks."

"Black people are all right, I reckon. I have nothing against them."

"White people are the same as Black people, but some of them are better than Black. I'd rather be White!"

"I think some Blacks are all right and nice, and there are some I don't like."

"Some Blacks are O. K. and some aren't too good."

"White people are all right, but no better than Black. I feel they might be better off in living conditions, but no better."

"White people are all right."

"The Blacks are O. K. I have nothing against them."

Next, we had students who were chosen by a random sample of the person in the first seat in homeroom to take an Attitude Questionnaire which was to give us a general idea of what the students of Lexington Middle School felt about their opposite race. This questionnaire was to be answered true, false, or undecided. This is a copy of the questionnaire, on which we have indicated the correct answers to the questions, and also the percentage of what the group felt that took the test:

1. People of different races should not mix socially. Answer - false (true 4, false 26, undecided 1)

2. White people are better looking than Black. Answer - false (true 1, false 27, undecided 3)

3. Interracial dating should be outlawed. Answer - false (true 6, false 19, undecided 5)

4. Black students cannot compete with White people. Answer - false (true 2, false 29, undecided 0)

5. When there are discipline problems in school, they are usually traced to Black students. Answer - false (true 11, false 18, undecided 2)

6. White teachers are unfair to Black students in giving grades. Answer - false (true 5, false 23, undecided 3)

7. Blacks and Whites should stay in their own schools. Answer - false (true 6, false 23, undecided 2)

8. There is no relationship between the color of the skin and the intelligence. Answer - true (true 21, false 8, undecided 2)

9. "Black is Beautiful" has little reference to color, it reflects the soul. Answer - Anything (true 16, false 11, undecided 4)

10. The United States is not a White man's country. Answer - true (true 20, false 9, undecided 2)

We also gave this questionnaire to certain teachers. The results were:

1.	true 0	false 3	undecided 2
2.	" 0	" 4	" 1
3.	" 0	" 4	" 1
4.	nc true	" 5	no undecided
5.	true 0	" 5	undecided 0
6.	" 2	" 3	" 0
7.	" 0	" 5	" 0

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8. true 4 false 0 undecided 1
9. " 1 " 2 " 2
10. " 3 " 0 " 0

As a result of our efforts, we offer this compromise.

THE COMPROMISE

First of all, the Blacks and Whites say they like each other. But when called upon for help from one of a different race, they give excuses for not wanting to help them. Deep down inside, we believe they would like to help but what keeps them from helping is they feel they are better than the other person. We would really like to emphasize that there is no difference between Black or White!

We also feel that people believe that their friends and the people they hang around with would turn against them if they helped one of a different race and this is wrong! Why? Because we believe that all races in the United States such as Puerto Ricans, Black and White, and Indians are all the same. We live in a great country; one which other countries look upon as a friend and helper to all, and this is a great honor. Therefore, in the United States, Blacks, Whites, Puerto Ricans, Indians, etc. must all live and work togehter as one people. So when asked by one of a different race, put yourself in the position to help.

We also would like to discuss some feelings and ideas of the people that we have talked to. "White people are the people that give you jobs and stuff." Why did this Black student say this. Sure, there are more White people running businesses than Blacks, but this shouldn't have anything to do with Black and White friendship. And if so, why? Maybe White businessmen are not willing to hire Black people to work for them. Then again, Black people will not work for them because they may be unfair in paying them. So we have come to the conclusion that business life should not effect our personal life.

"I believe the two races could get along a lot better if there was not so much talk about which one was the best." Personally, we believe this is true. If all mankind can realize that all men were created equal and made of the same thing, this world would be a better place to live in.

This phrase also emphasizes that the human race is the one and only race with no difference, for we all have a mind of our own to think, walk, and speak of our own free will.

"Today, the Black and White races seem to mix more than in the past years." What brought about this change? The integration of schools combined the two races, which in turn brought about communications between Blacks and Whites.

Blacks and Whites have come closer together in living standards. They also are living closer together as a group instead of being separated by a dividing line between Black neighborhoods and White neighborhoods. Those three major changes and a few small ones have brought Blacks and Whites closer together, thus making them one or less as one people.

"White teachers are unfair to Black students in giving unfair grades." Is this true? Teachers have their own personal feelings toward students, but these should not interfer with the grading of a student. We know that sometimes students are rude and disrespectful to their teachers, but think, your parents are teachers too, so if you have respect for your parents, then why shouldn't you have respect for your teachers. So one's conduct shouldn't effect his school grades and if it does, we have to admit that the teacher is unfair in giving grades, but we don't think we have this problem at Middle School, at least we hope not.

"Interracial dating should be outlawed." There is no law against different races dating, so why shouldn't we? There are some people that think it is against their moral standards to date someone of a different race, but these people have to realize that this is a new generation with more new and exciting things happening every day.

"Blacks and Whites should stay in their own schools." This is unreasonable, for it would be senseless to have more teachers and more educational equipment for two different schools when we could just combine the two. Besides, Blacks and Whites fight the same war to defend our country, and they work together at their jobs. So why shouldn't they learn together in the same school? When Blacks and Whites attend the same school, they learn more about each other, which will bring about better communications of the two races than if they were separated.

"The United States is not a White man's country." The United States wasn't meant to be a White man's country, for it was meant to be a country of freedom for all people. The United States of America is a country for all races to come to live in freedom and not under communist rule, dictatorship, or totalitarianism.

After studying the facts and the problems of our school, we are hereby writing our final words to our compromise as we see it.

First, if Whites and Blacks expect to get together, they both have to sacrifice some things in return to get other things, such as peace, friendship, and understanding of each other.

Second, all men have to realize that each man was created equal. If we could all look upon our fellow man and realize that we are no better or worse than him, and if we could demolish the talk of the CLASS system, then we should never judge a person by his color, personality, or wealth.

Third, if more people would take the time and opportunity to talk to, understand, and be with people of a different race, they will find out that they are capable of doing the same amount of work with the same amount of knowledge that the other has.

Fourth, the United States is willing to help other countries with their problems, while problems within the United States are left unsolved, such as the crisis between Blacks and Whites. Yet, we have the authority to help others. Sure, the United States should help other people, but shouldn't we donate something to help solve the problems in our country before we do something in other countries? We know that the two races have their own personal feelings toward each other, and these feelings go in opposite directions, which the government cannot do anything about. So it is left upon you, the individual to decide whether there will be discipline between the two races in the United States.

Fifth, by following and taking part in these compromises, we hope that you have learned that the decision is left up to you, and only you to decide if you would rather live in HEAVEN OR HELL!!!

RIGHT - ON!!!

We would especially like to thank Mr. Welborne and Mr. Everhart for helping make this article a possible success. We would also like to thank the people that gave their opinions and ideas as well as Johnnie Mae Tate who drew the illustration on the cover.

Christopher H. Thompson
William L. P. Jones
Michael W. Fowler

APPENDIX I

CASE HISTORY OF ESAP IN SALISBURY, NORTH CAROLINA

Principal Investigator:	Garrett H. Weinberg RMC, Inc.
Other Participating Staff:	Naomi H. Henderson RMC, Inc.

SALISBURY, NORTH CAROLINA

BACKGROUND

Community Description

Salisbury is in Rowan County, North Carolina, between Winston-Salem, Greensboro, and Charlotte. The city is in the heart of the North Carolina Piedmont Triangle. Local textile and furniture industries and a U. S. Veterans Hospital are the major employers in the city (population 24,500) and the county (population 86,958).

The Salisbury School System contains seven schools: four elementary schools, one junior high school, one senior high school, and one special education school. There are 3,862 pupils of whom 1441 are black. The 1970-71 school budget, which totaled $2,937,563, is derived from four main sources: State 54 percent, Federal 23 percent, County 15 percent, and local supplementary funds 8 percent. The local funds are derived, in part, from a supplementary tax of thirty cents per $100 of assessed property evaluation, which enables the district to employ additional teachers and pay a salary supplement over the State established salary scale.

Social, Political, and Racial Context

The social, political, and racial issues that surrounded the integration of public and semi-public facilities within Salisbury City are the same issues that arose when the desegregation of the school system was undertaken The residents of Salisbury and Rowan County are basically conservative with regard to race relations. Local laws are changed only when there is a belief that it is impossible to "fight" the Federal Government any longer. Progress has been made toward improving race relations, but it appears that this is reluctant progress.

A large part of this reluctance stems from an active and influential Ku Klux Klan movement within the county. Rowan County is the headquarters for the North Carolina Chapter of the KKK. This is not to imply that the KKK runs rampant through the city, but rather that the city government is aware of them and their influence. The local government is reluctant to make any significant change in the city that would force the issue and the Klan into the open. Instead, their philosophy is one of gradual change and carefully developed plans necessary to implement this change. Their objective is to prevent giving the Klan an issue to take before the public to inflame old hatreds. The city is prevented from adopting a do-nothing attitude by a strong and powerful chapter of the National Alliance of

Christians and Jews. This organization acts (or attempts to act) as the social conscience of the town, and was involved in the eventual desegregation of the school system.

The emphasis placed upon detailed planning was illustrated when the combined black Junior High School-Senior High School was merged with the white High School. and Junior High School. Student committees were organized to plan for the merger. New school colors, mascots and songs were adopted, and the transition occurred smoothly and without trouble.

1970-71, the first fully desegregated school year, was relatively calm. Student and faculty relations were uniformly good from school to school. There was a residual of black discontent about the closing of their high school (during the 1969-1970 school year), but no outward displays of hostility have occurred. There has been a normal number of student fights, some of which were between white and black, but none of these fights have involved more than four students. Problems have occurred and the potential for disruption was there but the newly-hired black guidance counselor was able to solve them before the students walked out and disrupted the high school.

To illustrate the possibility of disorder, the neighboring Rowan County School System has experienced a number of school closings and racial disorders during the same period of time. These disorders have not spread to the Salisbury City schools.

The only significant contact between races occurs either at athletic events (which are important events in Salisbury) or the evening High School tutorial program. The athletic teams are integrated, but there does not appear to be much socializing between black and white members of the team after athletic events.

The major problems involved in the school desegregation centered around the parents rather than the children. The KKK still remains a threat to the school system, and the KKK could obtain the support of a number of white parents if a serious enough issue developed. Another problem involves the growth of private schools during the past two or three years. Approximately five percent of the school age population in Salisbury is attending private schools. The Superintendent stated that many white families felt that the quality of education within the Salisbury system would be lowered by desegregation. They felt that the high standards of excellence that they were used to in the school system would be diminished and that teachers would lower their standards. He also stated that black parents whose children would now be attending desegregated facilities were concerned. There was a belief among some of the black parents that even though the quality of education that existed in the segregated classrooms was poor, the quality of education that the black students would receive in a desegregated environment would be worse. They believed that the teachers would not treat their children as individuals, and not given them the individual attention they needed.

For these reasons, the Superintendent stated that his first objective during the 1970-1971 school year was to re-assure members of the community that a totally desegregated school system can be achieved in a harmonious manner without sacrificing educational quality. His second objective was to meet the individual needs of students in a unitary school system through an expanded program of learning opportunities. It should be noted that these objectives attempt, in some way, to address the anxieties of both the white and black parents. That is, they maintain or improve the quality of education within the school system, while at the same time ensure that the needs of the individual students are being met.

School Desegregation

The desegregation process within the Salisbury School System was started during the 1969-70 school year and was completed during the 1970-71 school year. The process was as follows:

Prior to 1969-70

The white senior high school (Boyden high school) was opened on a freedom of choice basis. The black schools included elementary schools and a combined junior-senior high school.

1969-70

The black combined junior-senior high school (Price school) was closed and the students were transferred into the white junior high school and the white senior high school. Two elementary schools remained all black.

1970-71

The black elementary schools were closed, and the elementary schools within the Salisbury City system were zoned into four zones. Each zone reflected the racial ratio of the entire community. The southern zone is served by the Wylie school; the western zone by the Overton school; the northern zone by the Henderson school; and the eastern zone by the Allen school. The Monroe Street school, which was an all black elementary school, became a central school for special services and houses all eligible children, regardless of race, in such programs as special education, pre-school, special learning programs, and any future programs to be made available on a city-wide basis.

The Lincoln school, an all black elementary school, was closed.

The unitary school system in Salisbury now includes seven schools. There are four elementary schools, one junior high school, one high school, and one special education school.

Enrollment in the school system in the 1970-71 school year, the first year of complete desegregation, is shown in Table I-1.

Table I-1

STUDENT AND STAFF ENROLLMENT--SALISBURY SCHOOL SYSTEM
1970-71 SCHOOL YEAR

Name of School	Negro Pupils	All Other Pupils	Negro Staff	All Other Staff	Percent Black
A. T. Allen Elementary	117	152	4	8	.43
C. T. Overton Elementary	259	396	7	16	.40
Henderson Elementary	144	239	3	10	.38
C. T. Wylie Elementary	188	376	5	15	.33
Knox Junior High School	355	649	7	32	.35
Boyden High School	341	597	11	25	.36
Monroe St. Central (Special Education)	37	12	4	1	.76
TOTAL	1,441	2,421	41	107	.37

ESAP Project Summary

The thrust of the ESAP programs in Salisbury is educational in nature and does not address the problems of social interaction between races outside the classroom. The Salisbury school district had initially requested $130,345 in federal emergency school assistance funds. The grant was cut back by the Federal Government to $75,000.

A summary of the Salisbury ESAP budget is presented in Table I-2.

Table I-2

SALISBURY ESAP BUDGET SUMMARY

ESAP Activity	LEA Activity	Budget
Remedial Education Personnel	Evening Tutorial Program	$12,500
Counseling	Guidance Counselor	10,000
Teacher Aide & Support Personnel	Teacher Associates	41,500
	Library Aides	2,500
Non-Personal Community Activity	Dissemination Expert	1,000
Teacher Training	Video Tape Project	5,000
Special Comprehensive Planning	Consultant	1,000
Facilities Improvement	Facilities Improvement	1,500
Total		$75,000

To meet the problems of individual differences in achievement and the need for some students to have tutorial assistance, the high school library has remained open after school hours and in the evening. Professional personnel (high school teachers) in the various subject areas are employed to assist students experiencing difficulties. The professional staff provides individual and small group instruction, and some individual guidance. The program assists the professional staff in interpreting individual student problems and developing an in-depth understanding of differences relative to cultural background.

A black guidance counselor was hired to work half-time at the junior high school and half-time at the high school. The guidance counselor serves two purposes. Because of the increase in enrollment at the junior high school and high school, an additional guidance counselor was needed. The school system was unable to get sufficient funds from the state board of education to hire a counselor. The second reason is that by hiring a black counselor, the school system provided someone with whom the black students could identify.

The achievement of the racial ratio in each elementary school has produced large classes; this size precludes the handling of individual differences because of varied backgrounds and abilities. The teachers of these large classrooms needed professionally trained teacher associates to relieve the teaching load so that the teacher and teacher associate could effectively work with individual students. Every teacher associate hired for this program has a college degree, and a majority of the teacher associates were former teachers. The teacher associate, who teaches an average of three hours per day in a specific elementary school, is assigned to two regular teachers. The program is not designed to reduce the clerical load upon classroom teachers, but rather to ensure that the individual needs of the students are met by either the regular teacher or teacher associate.

Part-time clerical aides were hired to support the library programs at the elementary and junior high schools. The clerical assistants are used to assist elementary and junior high school librarians in achieving more effective use of libraries and the materials and equipment housed there. The clerical aides free the librarians to assist teachers and students using the libraries.

A former school teacher, who is now a State Senator to the North Carolina Legislature, was hired to write an internal school system newsletter. This newsletter is a monthly publication that is sent to all teachers, principals, members of the board of education, and local radio and television stations. The major purpose of the publication is not to stress the desegregation aspect of the school system, but to alert teachers as to what is going on in the school system. Emphasis in the publication is placed on community resource people. This alerts teachers about the potential resource people available to help them in their classrooms.

This project assists teachers in developing new and innovative teacher techniques, and in observing their own teaching techniques relative to methods, human relation aspects, and teacher-pupil communication. Through the use of video, teachers have opportunities to observe pupil behavioral patterns and learning activities. The system is used to provide both live and video-taped in-service programs for teacher improvement.

The Central school concept provides desegregated programs for Head Start, Educable Mentally Retarded, and Trainable Mentally Retarded. Programs in the Central school provide opportunities for expanded practical learning experiences.

Manual skills in the use of simple hand tools and homemaking equipment provided under ESAP funds were used to develop a program of learning opportunities for the exceptional youth of the Salisbury community. In addition, a new entrance to the building was completed to enhance the appearance of the facade, and to provide better use of the entrance area.

Bi-Racial Advisory Committee

The Bi-Racial Advisory Committee (BRAC) is composed of four adults and twenty students. Each group is equally divided between whites and blacks. The students on the advisory committee include representatives from grades seven through twelve.

Organizations represented on the Bi-Racial Committee include the Salisbury Rowan Community Service Council, Livingston College, Salisbury PTA Council, The Rowan County Mental Health Clinic, the Negro Civic League, the Mayor of the City of Salisbury, and the Black Guidance Counselor at the high school.

The Bi-Racial Advisory Committee has had only one meeting since the beginning of the ESAP project. This meeting was held during school hours on December 11, 1970. School staff members in attendance included the following: Superintendent of Schools, the Director of Special Programs, the Director of Instruction, and Principal of the high school, the Principal of the junior high school, and the Director of the Title I ESEA remedial program. A reading of the minutes of that meeting reveals that the Bi-Racial Advisory Committee is not involved in the planning of the programs. The thrust of the meeting was to acquaint the members with the plans and programs that were currently underway, and to tell the committee of the successes of the programs. Only a few minor suggestions were received from the members of the Bi-racial Advisory Committee. It appears that the committee exists because of the federal requirement that such a committee must exist. It is not active in the planning or the implementation of these programs.

ESAP ACTIVITIES

The basic goals of the Salisbury ESAP projects, as stated by the Superintendent are: to develop exemplary programs to reduce the fears and anxieties of both white and black parents about the process of desegregation and its impact upon the education quality of the school system; and to reduce racial tension in the school system before serious racial incidents occur. The thrust of the Salisbury ESAP project is essentially educational. The major emphases are on attempting to reach students on an individual basis and adjusting the educational curriculum and teaching techniques to the needs of individual students.

Evening Tutorial Program in Boyden High School

Context

The opening of the Library at night, with tutors available, was planned by the Superintendent to assure the blacks and whites of the community that the school system would be able to maintain its high standards of excellence.

The program as it was originally designed was intended to help those students who could best benefit from individual attention, and to provide facilities for those students with inadequate study facilities at home. Its objectives were to decrease the dropout rate in the high school, while improving the chances of success for marginal students. In addition it was a means of stimulating scholarship.

Discussions with teachers indicated that there were a number of students who were doing poorly only because they had no study facilities at home. This, the teachers stated, was one of the 'types' of students they hoped the program would attract. Another type of student they hoped to attract was one who had the ability to do the work but whose learning rate was slower then the rest of the class.

Activity Design and Process

The plan originally developed by the Superintendent was carefully thought out and implemented with no modifications. The high school tutorial program operates in the following manner. The library itself remains open from the time the school closes until 9 o'clock in the evening. The teachers arrive at 6 o'clock and remain until 9 o'clock. A schedule is developed by the high school principal and posted at the school as well as being published in the daily local newspaper. Two or three subject areas are covered every evening. The program operates Monday through Thursday evening. The student can go to as many of these tutorial activities as he desires and may remain for as many hours as the student decides is necessary. One interesting aspect of the program is that the teachers must deal directly with the students and could not use blackboards and chalk. The Superintendent stated that by instituting this procedure there would be no chance that the teachers could organize a class and stand up and teach the individual way. He preferred that the teachers work with individuals and that was the way the program was implemented. The teachers selected for the program are paid $5 an hour. The selection of teachers was made by the principal and the superintendent. Attendance at the high school tutorial programs increases significantly when specially selected teachers are used. In addition to the teachers, full-time library assistants (paid by ESA funds) are on duty and are available for students involved in special research projects or general studies. The library assistants are also available to tutor in Spanish.

Output

The principal of the high school stated that the program is "really wonderful. It's the first time I have ever seen anything like this happen in a school." The Superintendent believes that the program has proven his basic philosophy of education, i.e., the philosophy of teaching the individual child. He stated, "we have never had the opportunity to go into any depth in really helping the individual, now we can."

Because the program did not attempt to increase any specific skill (i.e., reading), but rather to help students on an individual basis, its impact can only be examined on a "anecdote" basis. Three areas of impact were examined.

- teacher reaction to program
- student reaction to program
- parents and community reaction to program.

There was a consensus of opinion among high school teachers that the program was successful. The hoped for academic improvements were seen among some of the slower students as well as some of the advanced students. The students who attend the program, they noted, appear to be learning more and are more interested in doing homework and school work. As one teacher stated "the program enables the student not to practice his mistakes." The teachers who participate in the program have observed that their attitudes toward the students have also changed. They tend to be more personal with students, and the students have begun to treat them as individuals.

The tutorial program has achieved a high degree of acceptance by the students. Attendance figures compiled since the inception of the program show that the program is being used by about 75 to 100 students every night. The school system had hoped to be able to reach about 50 students a night, and is very pleased that the attendance is significantly higher. The subjects covered during the tutorial program generally include mathematics, a language, and a science. Social studies and English tutors are usually available once a week. In addition, about 40 percent of those students attending the tutorial program are there for general use (study) or research.

The following quotations are typical of the student's reactions to the programs.

"I can study better there than at home, you see friends studying and it gives you a little incentive. Besides, I'm distracted at home. I might decide to watch a little television or roll my hair."

"And if you have been absent a lot and miss something, it really helps you. In the classroom you really don't have time to get any individual help but at the library you do."

"I like the atmosphere in the library at night, it is not as formal. You can talk to a teacher better and get to know them better."

"And sometimes, you are embarrassed to ask questions in class because everybody will think you're dumb but you can get together in the library and ask."

"I never did my homework before, but now I do. It's fun to go when everybody is doing homework so you might as well."

"I get more done there. You do it and get through and go home and that's all there is to it. At home you mess around."

"I'm a senior, but I sure hope they keep it. It's the best thing that ever happened at Boyden."

There was some skepticism on the part of parents that the program would become a social club. The first few weeks the program was in operation, the high school library was checked out rather carefully by concerned parents from the community. The fears of the parents have been alleviated, and it is not uncommon to find the parking lot in front of the high school filled with students' cars at night.

A reporter for the local newspaper has done an in-depth article about the high school tutorial program. Discussions with the reporter indicated that there was wide acceptance by both the students and community. The Superintendent of schools also stated that people often stop him on the street and compliment him on the program.

Guidance Counselor

Context

The increase in student enrollment in the junior and senior high schools prompted the Superintendent to request ESA funds to hire an additional guidance counselor. The Superintendent desired to hire a black guidance counselor, for he felt that the black students who are now entering the junior high school for the first time need a black staff member with whom to identify. Such a person might help to alleviate possible racial disturbances. The hiring of a black guidance counselor was his way of telling the black community that the black students were to be treated as individuals. He expressed the administration's willingness to listen and act on the black viewpoint.

Activity Design and Process

The original plan for the guidance counselor was to work half-time at the junior high school and half-time at the high school. This plan was implemented without any change. The guidance counselor was hired in October of 1970 and began work during that month.

Output

The major strength of the program lies not with the concept of the black guidance counselor but rather with the individual who was hired as the black guidance counselor. This particular individual has had extensive teaching experience in both the Salisbury School System and the Rowan County School System. His extensive background in the school system and his familiarity with the students was instrumental in his acceptance by both black and white students. The guidance counselor was actively involved in the merging of the black and white high schools. The black and white students in the high school are familiar with his role in this merger, and accept him as an honest individual. He is, however, not a certified guidance counselor. It would have been impossible to hire him as a guidance counselor using state funds because of the lack of certification.

The school editor of the local newspaper stated that the guidance counselor was the best thing that ever happened to the school. This editor had worked extensively with this individual prior to his becoming a guidance counselor, and was impressed with his ability to relate to students and to work with the community. He is an effective spokesman, she stated, and he is someone that kids in the school system know they can count on. Support for this individual also comes from the principal of the school. The principal stated that he was pleased with the reception accorded to the guidance counselor, and had noted that the students have no difficulties in working with him. He observed that at a time when there was a possibility of racial discord, the black counselor sided with the principal and essentially stopped a walkout of black students. A group of black students had threatened to walk out of the school over some insult, real or imaginary. The guidance counselor spoke to these groups of students and attempted to solve their problems. He was successful in undercutting black support for this small group of black students, and when the students walked out, there was no general support from the large body of black students within the school.

Interviews with the counselor and the director of guidance at the high school support the premise that this individual's task is guidance and counseling. He was not hired as a token black in the guidance office. In fact, he counsels more students than the director of guidance. He stated that most of his time to date had been spent on vocational and career counseling, working with community groups and community agencies, and human relations work. He and the director of guidance both indicated the most common request from both white and black students during this school year was for occupational career counseling, including jobs, careers, vocational training, colleges, and college preparation.

There appears to be no distinction in the roles played by all of the guidance counselors. The black guidance counselor stated rather emphatically, that his job was to counsel students--all students. He was not and would not be relegated to the counseling of black students only. His major complaint about this portion of the ESAP project was that he is spread too thinly. He stated that he could be more effective if he were in only one school rather than two. The task of coordinating his activities between both these schools and the time lost in driving back and forth hinders him.

Teacher Associates

Context

The objective of this activity, as stated by the Superintendent, is to meet the individual needs of children. He noted that there were considerable differences in grade level achievement between the white-only schools and the black-only schools, and that this spread in grade levels was much too high. He developed the teacher associate activity as a way of reaching a larger number of students through the use of individual and small-group instruction within the classroom. One elementary school principal stated that the real problem in Salisbury is not that of student involvement and blacks and whites getting along together, but rather to help those students who come from poor homes with low family participation to catch up with the other students in the classroom.

Activity Design and Process

The teacher associate program makes professional use of non-certified personnel in the elementary school classrooms. Each teacher associate must have a Bachelor's degree. Of the forty teacher associates hired, a majority of these were either ex-school teachers, or individuals with a degree in education who have not taught in a school system. The first distinguishing mark of this program is the emphasis placed upon professional personnel. It is unique in that the teachers have the option of refusing the use of a teacher associate. All of the elementary school teachers in the Salisbury School System were asked whether or not they wanted a teacher associate. In fact, a few teachers within the school system have elected not to use theirs. There was some reluctance on the part of a number of elementary school teachers, but the majority of teachers in the system use them.

Further, the Superintendent of schools has insisted that the teacher associate not work with slow students all the time. He felt that to do so would create a stigma upon the children and would lead to the belief that these children were slow students. When a teacher associate works with a slow group of students for one week, the regular teacher takes over this group during the next week. This foresight prevented what could have been one of the major weaknesses of a teacher associate or teacher aide program; the use of the teacher aide to exclusively tutor the slow (i.e., black) students.

The teacher associate is assigned to two teachers, and generally spends an hour and one half with each of her two assigned teachers. The Superintendent of schools told the teacher before the program began that the teacher associate would not relieve the teacher of clerical duties and responsibilities. The regular teacher is still required to do the routine clerical functions, and to grade her students. This is not the responsibility of the teacher associate. The Superintendent left the matter of discipline to be resolved between the teacher and the teacher associate.

The program at the elementary school was discussed thoroughly at both principals' meetings and with the teachers of the elementary schools. There have been no major or minor modifications to the program since its implementation. There was reluctance on the part of the older teachers to accept the concept of such a program. The teachers were concerned that by having an additional person in the room they would be unable to maintain discipline and would be unable to proceed in their normal routine manner of teaching the students.

The use of the teacher assistants closely follows the plan for their use. In some cases, the 1 1/2 hour per teacher routine has not always been followed. By agreement with the two teachers that share the teacher associate, the schedule has remained flexible. In some cases the teacher associate works with one teacher for 3 hours, or combines both classrooms and works with both groups of students for 3 hours a day. This flexibility permits the teacher and the teacher associate to vary their schedules depending upon the specific need during that day. Teacher planning is generally done on the spot, on the spur of the moment basis.

The teacher associate program that is in use in the junior high school is a smaller version of the elementary school program. Initially, the program was intended to emulate the high school tutorial program. The original plan called for tutors to be available after school with students attending on a volunteer basis. The principal and Superintendent of schools discovered that this concept would not work because the junior high school student is less mature than the high school student, and when school is over, usually wants to run home and play. The second reason, is that parents were not happy about their children staying in school until five or six o'clock at night. They wanted their children home in time for supper and were concerned about how the children would get home when the school buses were no longer running. This program was then dropped, and a program similar to that employed in the elementary school was adopted. The teacher associates are available in the social sciences and in mathematics, and are assigned to a given teacher for a certain period of the day. The teacher associate takes the students out of the classroom and into general education labs. Each teacher associate works the equivalent of 1 1/2 periods per day.

Output

Both the teachers and teacher associates have stated that the teacher associate is now an accepted member of the classroom. The students have no difficulty adjusting to working with either the teacher or the teacher associate. The problem of identification occurred early in the program, but was resolved by the teachers and the teacher associates. The young students in the elementary schools were somewhat confused as to who was their teacher. They now accept the teacher associate as a regular teacher, particularly when they realize the teacher associate can discipline the students.

The principals of the involved schools have expressed pleasure at how well the program is actually going. They were also surprised and pleased that the teachers and teacher associates were able to accomplish as much as they have done so far. They feel that the teachers can now accomplish much more in the classroom with the aid of the teacher associate than they could have without the teacher associate. It enables the teachers to work with smaller groups and give individual attention to those students who need individual attention. Principals have observed that when students need individual attention, either the teacher or the teacher aide works with the remainder of the classroom, and the remaining individual works very closely with that student to enable him to catch up to the rest of the classroom. One of the most important outcomes of the project, as stated by one of the principals, was the confidence that was being developed in the program by the teachers. He attributed this confidence to both the planning that had gone on in the beginning and the competency of the particular teacher associates in his school.

One of the problems that principals thought might come up during this program was the conflict in teaching techniques. They thought that some of the young teacher associates who were working with older teachers might have difficulty adjusting to the older teachers. They stated that this problem has not occurred because the regular teacher has permitted the teacher associate great flexibility in teaching techniques and style.

In those situations where the regular teacher was new to teaching and the teacher associate was a retired school teacher, the regular teachers were able to gain valuable teaching techniques and skills from their teacher associate. The principals all stressed this two-way line of communication between teacher associate and teacher. They stress that this was one of the major outcomes of the project. They observed that the teachers have more time to do things that have to be done with the students than previously. They stated that the teacher can now reach more students, and identify children who are slipping in their school work. They feel that this person-to-person approach is an excellent teaching technique.

There was some doubt as to the quantitative changes the principals expected to see in the program. They all stated that it was much too early to see if there were any significant differences in learning abilities in this program. They thought that such an evaluation might take another year or two to be completed, and it would take that long to see if there were any changes in the students. They have observed an improvement in teacher skills and student achievement. The regular classroom teachers say that they have seen a change and hope that it can be measured. The teacher skills have been improved because there is another professional in the classroom working with the regular teacher. It forces the regular teacher to sharpen her teaching techniques. The principals stated that there was a public relations benefit from the program. They felt that both students and the teacher associates were instrumental in improving public relations. The teacher associates are community people. When they leave the classroom and go into the community, they help reassure other members of the community about the school system and its quality.

Discussions were held with the teachers involved in the program, and a questionnaire for these teachers was completed.

Ninety-one percent (21 out of 23) of the respondents were aware that the salary for the teacher aide was paid by the Emergency School Assistance funds. This suggests the teachers were well-informed during the planning stage.

In response to the following question, "To what extent does an aide in your classroom improve the quality of education?", the following responses were noted. Fifty-two percent of the respondents thought that the aide improved the quality of education a great deal (10 out of 19 respondents). Forty-two percent of the respondents stated that there was somewhat of a correlation between an aide and and improvement in the quality of education (8 out of 19 respondents). Only 8 percent of the respondents thought that there was very little correlation between an aide and improvement in the quality of education. By combining the first two responses, it is noted that 94 percent of the respondents thought that there was a correlation between the use of the aide and the improvement of the quality of education.

When asked the following question: "To what extent does an aide in your classroom ease problems due to desegregation?", the following answers were observed:

Twenty percent of the respondents thought that an aide in the classroom has a great deal to do with easing the problems due to desegregation (3 out of 15 respondents). Sixty-six percent of the respondents thought that there was somewhat of a correlation between an aide in the classroom and the easing of the problems due to desegregation.

To test the premise that the teacher associate should work with more than just the slow students, the following question was asked: "What does your aide or teacher associate do in the classroom? What are her responsibilities?" The following options were available to the teacher: (1) Work specifically with slow learners, (2) work specifically with advanced students, (3) work specifically with small groups, (4) tutor individual students, (5) relieve teachers of clerical duties, (6) act as a resource person, (7) teach whole class 1/2 of the time, (8) assist teacher in any way she is needed. The following responses were noted. Only 2 of the 21 respondents (9 percent) stated that the teacher aides worked specifically with slow learners. However, 15 out of the 21 respondents (71 percent) stated that the teacher aides worked specifically with slow learners and worked specifically with advanced students. Two of the respondents checked neither option one nor option two. All 21 respondents agreed that one of the responsibilities of the teacher associate was to work specifically with small groups. The conclusion is that the majority of regular teachers believe that the responsibility of the teacher associate was to work with small groups independent of whether they were the slow learners or advanced students. Only one of the respondents thought that one of the responsibilities of the teacher associate was to relieve the teachers of clerical duties. Fifty-five percent of the respondents (12 out of 21) thought that one of the responsibilities of the teacher associates was to tutor individual students on an "as needed" basis. In summary, the following points can be made:

- The emphasis placed by the Superintendent upon the fact that the teacher associate should not concentrate on the slow students was observed by the regular teachers.
- All of the teachers agreed that one of the responsibilities of the associate was to work with small groups. This was one of the original plans and concepts of the program.
- One of the weaknesses of the planning of the program was that the specific responsibilities of the teacher associates were not clearly enumerated to the teacher. The Superintendent of schools believed that one of the functions of the teacher associate would be to tutor individual students on certain subjects on an as needed basis. Obviously forty-five percent of the teachers did not understand this.
- The emphasis on the use of the teacher associate as a teacher, and not as a clerical aide, was implemented by almost all of the teachers.

The individual comments written in by the regular teachers are worth noting. It should be emphasized that both the students and the teachers make use of the teacher associates. The program cannot be successful if there is reluctance on the part of the teachers to make use of these people.

Comments included:

"It gives more time to individual needs."

"More opportunities to work with slow learning children."

"Frees me as classroom teacher to work with individuals, small or large groups."

"I was able to give more individual help to each child."

"She has served to strengthen and expand my teaching and has given emphasis, practice and help to those who need it. My slower moving group has had the advantage of an added reading class per day."

"I am able to plan more enrichment activities for students. The remedial needs of more students are met."

"More grouping to meet individual needs. More individual testing and follow-up."

"I was able to meet individual needs more efficiently by the use of small groups."

"More grouping and individual instruction."

"I have been able to give more individual or group help where needed. I have also been able to provide and give more enrichment activities because of the free time or release time I may have because of the aide. I can also study each child more to find out his needs and ability or inability trends."

"I have more time to work with individual students."

"Spend more time with each student."

"I can give more individual help to all students with the help of the aide."

"I began to do a great deal more individualized work."

"Have been able to give more individualized attention to pupils during language arts."

"We have completely regrouped all reading circles. Divided into smaller circles. Both of us teach reading at the same time in same room."

"I have changed my group instruction to provide time for smaller group activities."

"Was able to move more rapidly with my group."

"More adequate grouping for meeting individual needs. More individual attention given to pupils. Behavior has been better because children feel more successful."

The teachers feel that one of the major benefits of the program is that they now deal with students on an individual basis. The teachers are more aware of the needs of the individual student, and are more capable of meeting these needs than in previous times.

Dissemination Expert

Context and Activity Design

The need for an information dissemination type of program was expressed in the Salisbury ESAP application in the following manner: "The dissemination of accurate information concerning the public schools in Salisbury is a means of alleviating fears and misunderstandings concerning the parents and the community. Private schools are posing a threat to the public schools because of fears that exist regarding the quality of instruction in a unitary school system.... printed pamphlets would assist in relating the story about the schools to the public."

The objective of this program was to increase community acceptance, rapport, and participation in public school programs. This program supports the overall objectives.of the Salisbury ESA project. It is but one means of alleviating community fears about desegregation and the quality of education.

Activity Process

To achieve these objectives, the administration has hired a part-time dissemination expert (an ex-local reporter and ex-school teacher) to edit and publish a monthly newsletter entitled, "The Log." The document relies upon individual 'teacher-reporters' at the school to pass on information to the editor. The editor has stated that the major purpose of the document is not desegregation but rather to alert teachers to what is going on in the school system and what resource people or community people can be used within the school system.

Copies of "The Log" are sent to all school teachers, principals, members of the Board of Education, and local radio and television stations. The publication is not distributed to parents, members of the PTA or BRAC.

Output

No impact or change resulting from this project was observed or noted. There appears to be a contradiction between the objectives of the program and the actual process.

Discussions with teachers who contribute information for the document as well as with teachers who receive the document concurred with the previous statement. They agreed that while the document contains some useful information, it does not attempt to alert parents about what is happening in the school system. They attribute this to two factors: The distribution does not include parents, and even if it did, the tone and content was developed exclusively for the use by teachers.

Facilities Improvement - Monroe Street Central School

Context and Activity Design

As a result of the desegregation plan developed for the 1970-71 school year, the Monroe Street School, a black elementary school, was converted into a Head Start and Special Education Facility. This Central School concept provides desegregated programs for Head Start, educable mentally retarded and trainable mentally retarded.

The school appears to have been run down and poorly maintained during the last few years. In converting this school into a Central School concept, one of the major problems encountered was the reluctance of parents to send their children there. This is particularly true in the case of white parents. The present population of the school is approximately two-thirds black. The reluctance on the part of white parents to send their children to this school comes from the social stigma associated with admitting that one's child is below average, and must be trained at a special school. This stigma is re-enforced by the run down facilities in which this program is housed.

To have a truly desegregated acceptable environment in which to train special children, the Superintendent felt a major modernization of the facilities was necessary. However, insufficient funds were allowed by the Federal Government. Accordingly, ESA was used to modernize the entrance way of the building, and to place a shelter over the rear doors of the school. The project represents a small start toward the modernization of a poor facility. Some funds were also used to purchase simple hand tools and homemaking equipment for use by the students.

Activity Process and Output

The plan was carried out by the administration without modification. Everyone at the school agreed that the expenditures were wisely used and that the improvements made a difference in the physical appearance of the building. However, even when one enters the building through the new entrance, one gets an impression of a run down, deteriorated school.

The administration is uncertain what impact the modernization will have in attracting white parents to make use of the facility. Even if the program expands in size next year, they have no way of knowing whether the modernization of the building or the success of the program was the cause. Whatever the cause, the administration is pleased with the results of the modernization. They felt that they accomplished a lot for a small amount of money.

Video Tape Project

Context and Activity Design

The need for this program as stated by the Superintendent is to "assist professional and para-professional staff through in-service training programs and use of video tape and teacher self-observational skills."

Discussions with school officials indicate that the stated purposes of the video tape program and its actual purposes are different. The video tape program was begun in 1969 under federal ESEA funds. The cable television network in Salisbury donated a channel on their cable system for the exclusive use of the Salisbury City School System. Federal funds were available until January of 1971 to purchase the necessary cable equipment, classroom receivers, and to pay the salary of the video tape project director. Moreover, the Superintendent stated that he was aware, while writing the ESAP proposal, that this project would not be refunded under the ESEA education grants. But, he decided that the project was important enough to be continued, and he decided to use the ESAP funds. Thus, while the project could have some implications on the desegregation process, the main reason for including it within the proposal was to ensure that the video tape project would continue as a viable educational project. The Superintendent stated that the U.S. Office of Education was aware of his dilemma, and agreed with him on the continuing of funds for the video tape project.

The project, thus, had no real plans for implementing its stated objectives.

Activity Process and Output

The ESA project is now used to maintain the video tape center, pay the salary of its director, tape special interest programs, receive locally produced programs and re-transmit programs produced outside of Salisbury.

At present, the project does not serve any specific desegregation function. Its only relationship to desegregation is that: the school will occasionally tape programs dealing with classroom activities. When these tapes are viewed by members of the community over the educational cable TV station, the community is aware that the classrooms are desegregated, and that white and black students are working together. It can serve to reassure the parents that their children are being taught and are capable of working in a desegregated environment. But this is not the major thrust of the video tape project. Its major thrust is educational in nature, and not desegregation-related.

CONCLUSIONS AND RECOMMENDATIONS

Evening Tutorial Program

The concept and application of the evening tutorial program in the Salisbury School System is a well-conceived and thought out program. The program is original and innovative. It is an attempt by the school district to provide individual attention for students who need it. So doing, the administration thinks the fears and anxieties in the community about the quality and individuality of education in the school system can be alleged. The Superintendent has taken great care in planning the program.

The two criticisms of the program are: (1) it is very difficult in a volunteer-type of program to attract those students who are potential dropouts. The teachers are aware of this program, but have been unable to think of any techniques or solutions outside of forcing students to attend that would attract the potential dropouts. They noted by forcing the students to attend the program, more would be lost than gained. At this moment, there does not seem to be a way to attract these students. On the other hand, it should be noted that they are reaching the marginal students and maintaining the interest of the brighter students. (2) the project is essentially educational in nature. The tie up with desegregation problems is remote.

It cannot be denied that the program is successful in its goals. It does not attempt to strengthen the social ties between the races but just to establish the fact that students of all races have similar educational problems.

We recommend that this project be continued with ESA funds. But some way of attracting potential dropouts is mandatory. An increase in funds for this program is recommended if the increase is used to pay salaries of additional tutors to enable more children to be accomodated.

Guidance Counselor

The concept and use of a black guidance counselor within the junior high school/high school environment represents a conventional approach for dealing with black students. The strength of such a program lies with the individual hired to fill this position. In the case of the Salisbury School System, the individual is highly qualified, and capable of working with all students (both black and white). In fact, the use of a black guidance counselor represents the only attempt by the Salisbury School System at dealing with the problem of race relations in a non-educational manner.

The major criticism of the program is that the guidance counselor is spread too thinly. By making this individual spend half time at the junior high school and half time at the high school, his effectiveness and utilization is decreased significantly.

It is recommended that the use of a black guidance counselor be continued. It is also recommended that this specific individual concentrate his efforts at one of the two involved schools. If need be, the school administration should request an increase in ESA funds to hire an additional guidance counselor.

Teacher Associate Program

The elementary school teacher associate program is an innovative program using available community resources. By specifically concentrating upon professional personnel, the school administration was able to convince both the teachers and the community that the teacher associates would serve an educational function as opposed to a clerical function. Great care must be taken to ensure that the teacher associate never begins to work exclusively with the slow learners. By working exclusively with the slow learners, a stigma is developed by the slow learners that they are educationally inferior to the other classmates.

Two minor criticisms of the elementary school program are:

- An insufficient amount of planning time is available to the teacher and the teacher associate to plan the day's activity.
- The exact responsibilities of the teacher associate are not clear to all teachers.

The junior high school program can be summarized in the following manner: "Too little - too late."

It is recommended that the teacher associate program in the Salisbury School System be continued and maintained with next year's ESA funds. The following recommendations are based upon observation of this program:

- Regular teachers and teacher associates must be made aware continuously of the fact that the teacher associate should not work exclusively with the slow students.
- The exact responsibilities of the teacher associate must be spelled out clearly for the teacher and the teacher associate by the Superintendent of schools.
- A planning session, preferably before school starts, should be undertaken. This would permit the introduction of the teacher to the teacher associate. It would enable these people who will be working with one another to get to know each other and to understand each other. It would also alleviate the planning problems that exist on a day-by-day basis.

The following recommendations are applicable to the junior high school teacher associate program. It is recommended that this program not be funded with next year's ESA funds unless the following criteria are met:

- Adequate working facilities must be made available to the teacher associate. This means either separate classrooms or self-contained facilities where the teacher associate can work in relative quiet with the students. The use of general education labs as the classroom is not acceptable.
- Adequate time must be made available to the teacher associate. One and one-half periods per week per teacher associate does not appear to be sufficient to establish a working relationship with both the teacher and the students.

Library Aides

While this project has some educational valve, its relationship to an ESAP funded project to aid in desegregation is unclear. It neither deals with the social issues of desegregation nor the direct education needs of the students.

The $2,500 allocated appears to have been wasted as an effective tool in desegregation. The project may have some long-run impact upon the professional teaching staff, but more effective use of the money, in a direct desegregation role, could have been found.

It is recommended that this project no longer be funded under ESAP.

Dissemination Program

As it is presently constituted, the community program funded by ESAP serves no useful purpose with regards to desegregation. Since the document is not distributed to the community, the objectives and goals of the community program cannot be met.

It is recommended that this project no longer be funded under ESAP funds. It is difficult to imagine how a $1,000 grant could alleviate community fears about the desegregation process and the value of the unitary school system. It is felt that the $1,000 could have been better spent on more teacher associates or increasing the supply of tutors to the high school tutorial program.

Video Tape Project

The video tape project, as currently constituted, should not be refunded with the ESAP funds. If the school system feels that this project has significant educational benefits, it should either be funded out of local funds, state funds, or

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another federal project. This recommendation could be changed if the program were to become a bona fide community relations scheme. And if the program is to be used as a community program, then coordination and planning for the program should remain at the Superintendent's level, and the planning should include the use of both video tape programs, cable television network, and printed matter. With such facilities at the disposal of the Superintendent, and with a need for reassuring the community about the quality of education, this would be a natural type of program for the Salisbury School System to adopt.

Facilities Improvement

It is regrettable that the major justification for the modernization of the Monroe Street Central School is an attempt to attract white parents to make use of this facility. While the exterior of the school is run down, the plant itself is basically sound and could be modernized.

The amount of the ESAP grant that was available for the modernization of the school was insufficient. With $1,500 at its disposal, the school administration could do no more than modernize the entrance and rear exits of the building. The expenditures were wisely used, and the improvements make a difference in the physical appearance of the building.

It should be noted, however, that the Monroe Street school is not the oldest school in the Salisbury School System. In fact, the A. T. Allen and Calvin H. Wylie elementary schools are older, but are still being actively used as elementary schools. No justification exists for the condition of the school, except that it was previously an all black elementary school. As long as older schools are being used in the Salisbury School System, this particular school should receive the maintenance and rennovation necessary to maintain it in an operating condition.

It is recommended that funds be made available by federal, state, or local governments for either the modernization of the Monroe Street School or its replacement with a new central facility. It is recommended that the ESAP funds not be used to support such an activity. The desegregation value of such a project is either marginal at best, or far down on the list of those projects that have more immediate desegregation impact.

General

The major Salisbury projects that were implemented in the school system are characterized by careful planning and implementation. The high school evening tutorial program, the black guidance counselor, and the teacher associate program all exhibit the same degree of careful attention and planning. The Superintendent not only carefully planned each of these programs, but also attempted to anticipate the problems that might occur in the implementation.

However, the major thrust of most of Salisbury's program is education. None of the projects attempt to work on black and white social interaction during and after school hours. The relationship between these projects and a desegregation effort is some cases extremely weak and tenuous. For example, the community programs, the modernization at the Monroe Street Central School, the video tape project and the use of library aides have very little or almost no desegregation value.

The school system is fortunate in that no racial disturbances have occurred so far. If such disturbances were to occur, the school system would have no way to immediately react to them. It has gambled on long-term education solutions to the problem.

It is recommended that the high school tutorial program, the use of a black guidance counselor, and the teacher associate programs be continued and expanded. It is further recommended that the other projects implemented in the Salisbury School System either be dropped or significantly modified--and that entirely new programs that deal directly with desegregation problems be designed and implemented soon.

APPENDIX J

CASE HISTORY OF ESAP IN SAN ANTONIO, TEXAS

Principal Investigator:	Carlos F. Montoulieu RMC, Inc.
Other Participating Staff:	Paul F. Dienemann RMC, Inc.
	William Lucas Mark Battle Associates

SAN ANTONIO, TEXAS

BACKGROUND

Community Description

San Antonio is the basic trading area serving Bexar County and is the county seat. Its population is approximately 650,000, roughly 20 percent Anglo, 65 percent Mexican-American, and 15 percent Negro. Its major industries are retail trade, services, including government, manufacturing, and some tourism. It is governed by an elected city council and mayor. Its biggest business is the public school system with a 1970-71 budget of almost $45,000,000.

For the 1970-71 school year, the San Antonio Independent School District (SAISD) enrolled 74,423 students. The enrollment for 1969-70 was 75,069 and 77,105 for 1968-69, of whom 9 to 10 percent are migrant. The racial breakdown of the student population for 1970-71 is as follows: 60 percent Mexican-American (Spanish surname), 24 percent Anglo, and 16 percent black. While the total enrollment of the school district increased by 18,000 students (or 29 percent) during the 13-year period 1955-68, the enrollment of Anglo students decreased 13.3 percent for a loss of 3,273 students. During this period, enrollment in suburban schools in Bexar County increased considerably; therefore, it can be assumed that Anglo students have moved out of the San Antonio school district into the suburban schools at the rate of 1 percent per year. However, the fast rate of growth of two school districts in the northern part of the city in the past few years seems to indicate that the exodus of Anglo students may have accelerated in recent years and may now be more than one percent per year.

For the same 13-year period, both the black and the Mexican-American student enrollment registered an increase, in absolute numbers as well as in the percent of total student enrollment. Black enrollment increased from 5,153 in 1955 to 11,665 in 1968, a 120-percent gain. Mexican-American enrollment moved from 31,534 in 1955 to 46,183 in 1968, a 46-percent increase. The district's total enrollment dropped 1.1 percent in 1969-70, and an additional 1.5 percent for the 1970-71 school year. The Office of the Superintendent projects this trend to continue at an average rate of 1.8 percent per annum to 1974-75 when enrollment will be approximately 69,600 students, an attrition of approximately 5,000 students.

Average per [illegible] expenditures rose to $604.00 per year for 1970-71 from $513.00 for 19[illegible] his was made possible by almost one million dollars in ESAP funds [illegible] istrict for 1970-71.

The San [illegible] iependent School District had a pupil-teacher ratio (special education not [illegible]) of 26 to 1 for 1970-71. This represents a progressive decrease since 1965 when it was 27.5 pupils per teacher.

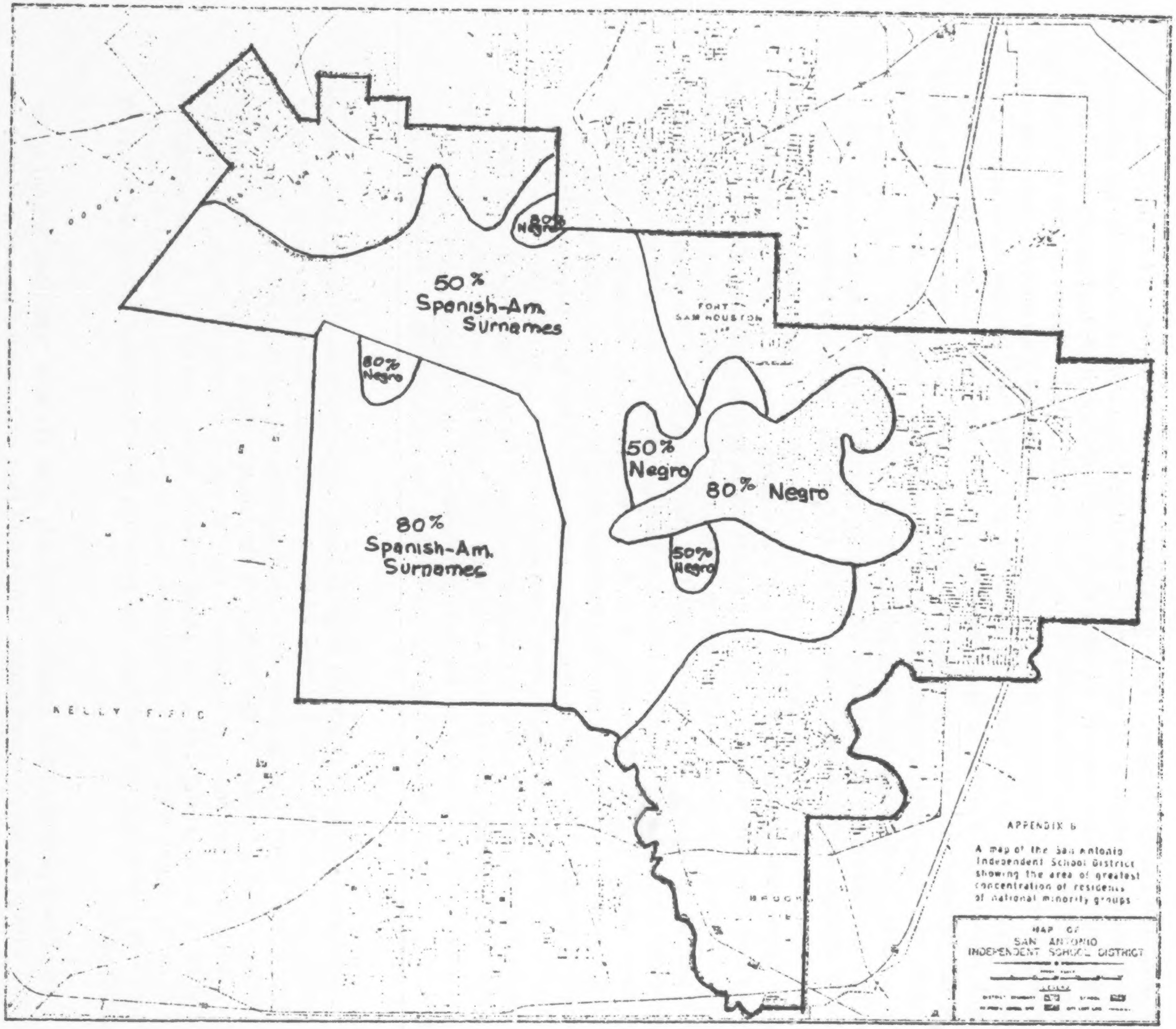
Average daily attendance for 1970-71 was 90.8 percent, the same as that for 1969-70, but lower than for previous years to 1966-67, when average daily attendance was 92.4 percent. Even in 1966-67, average daily attendance was lower than that for the State of Texas (93.8) as well as lower than the national average (94.4 percent).

San Antonio is considered to have a high drop-out rate. A total of 6.5 percent of all high school students drop out. Mexican-Americans comprise 65 percent of all drop-outs, but are only 60 percent of the total enrollment. If the elementary schools were included in the Mexican-American drop-out figures, an even higher rate would result as a very large number of Mexican-Americans never finish their elementary education.

Social, Political, and Racial Context

Public facilities in San Antonio are desegregated, but there is some evidence that some of the better restaurants and public accommodations do not make Mexican-Americans and Negroes feel welcome. Social associations among blacks, Mexican-Americans, and whites are few. Discrimination is practiced by most social clubs and organizations, although the claim is made that lack of Mexican-American and black membership is brought about more because of socio-economic factors than because of racial discrimination. Racial problems exist between whites and blacks, whites and blacks and Mexican-Americans, and, while there have been relatively few violent incidents, the racial atmosphere is volatile. The map (page J-4) that delineates the areas of greatest concentration of residents of national minority groups illustrates the degree of separateness of the two minority groups.

At the school level, no indication of violent racial conflicts was observed or mentioned by those interviewed. While the reassignment of students is not yet complete, experience to date seems to indicate that desegregating the schools will


50%
Spanish-Am.
Surnames
80%
Spanish-Am.
Surnames
80%
Negro
50%
Negro
FORT
SAM HOUSTON
KELLY FIELD
MAP OF
SAN ANTONIO
INDEPENDENT SCHOOL DISTRICT

APPENDIX 6

A map of the San Antonio Independent School District showing the area of greatest concentration of residents of national minority groups improve the racial climate. Five principals were interviewed. They felt that at the elementary school level most racial problems seem to be caused by the parents, not the children who seem to adjust well to participation in desegregated activities. More problems were encountered at the high school level. However, the high school principals regarded them as normal problems associated with adolescence with no racial overtones. In the words of one principal, "If a fight breaks out between a black student and a white or Mexican-American student, you can be sure that they are not fighting each other because of their races, but for the same reasons a black student will fight another black student, or a white one another white one." Outside the schools, each group seems to isolate itself in its community. The Mexican-Americans associate with Mexican-American friends in their neighborhood, the blacks and the Anglos do the same. "This is normal," said one principal, "but in time I'm sure they will get together outside the school as well. I have noticed that some of our school activities, like plays and dances, etc., ... are much more integrated now than before." There is very little contact between the three groups at the community level. Each group is concerned with its own betterment, and not with that of the other. Instead of exploiting the strength that the black and Mexican-American communities could derive from uniting, they choose to fight separately for their advancement. There is, in fact, resentment between these two groups. The Mexican-Americans resent the attention given to the black population as a minority group. They believe their own needs and rights have been overlooked, while those of the black people have been overstressed. On the other hand, the black community resents the Mexican-Americans' "white" attitude toward black people. Both groups realize that while they are fighting to achieve the same rights, certain compromises might be necessary because of the other group's demands. They are, at times, competing with each other for what they feel is rightfully due each of them.

Since the closing of Wheatley High School, one of the two all-black high schools in the district, in 1970, the location of the new Wheatley School has been the most controversial issue arising from the desegregation plan of the district. The old Wheatley school, located in the middle of the biggest black community in San Antonio, was closed down because, as written in the "Revised Alternative Plan," it did "not measure up to the standards of the other schools in the district." A community aide for Area II, where Wheatley was located, was more specific, "The old Wheatley School was a crummy old building, and so were the educational materials it had at its disposal."

The black people in San Antonio obviously want the new Wheatley School to be located within the black community. They feel they are entitled to a new school that is readily accessible to the black students. In anger, an Area II community aide said, "Why must the black children always be the ones to get bussed. Why don't they give the black community a new high school and then bus the Mexican-Americans and Anglos in? If the school district really wants to promote desegregation and do away with the dual system, then all groups should get equal treatment." School district officials answered these concerns by stating it would cost much more money to bus Anglo and Mexican-American children than to bus black children. In order to comply with the desegregation order, enrollment must approximate the district's racial composition. Many more Mexican-Americans and Anglos would have to be bussed if the school were located in the black community, than if it were located as planned.

A committee was appointed in February to investigate possible sites for locating the new Wheatley High School. Two very controversial sites were proposed. In each case, the school board did not approve them because of faults inherent in the locations themselves and the citizens' strong opposition to the sites. Finally, on March 11, 1971, the following resolution was passed at a school board meeting: "Be it resolved that the 12.6-acre tract of land that adjoins the present Brackenridge High School along with the 13-acre Brackenridge High School location be, and it is hereby designated, the site for the new Phillis Wheatley High School."

The black community strongly opposes this site because it is located in a predominantly Mexican-American section of the city, Area III of the school district, which has three high schools already.

The Mexican-Americans are not in favor of the site because they dislike the idea of such a large influx of blacks into their area. Nevertheless, the school district office has estimated that by building Wheatley High School on this site they will save upwards of $600,000. This is possible because the land adjoining Brackenridge High School is almost completely clear of buildings and structures, thereby resulting in a lower purchase price. Also, operating costs will be lower when the consolidation of the two schools into the new Wheatley High School occurs.

In addition to the very obvious racial issue involved in the location of the new Wheatley High School, a purely economic one is also present. Many of those who would have to be displaced to make room for the school have been displaced in the past when space was needed for the Hemisfair Plaza and the surrounding highways. They do not want to move again and have been most active in opposing the proposal site. This site, then, has been approved, and the school district office already has the architects' design for the new Wheatley High School. It is expected that the new high school will be ready for operation for the 1973-74 school year.

The site where the school district office is currently located was one of the many considered for the new Wheatley School. This site was favored by the blacks because it is close to the black community, accessible, and since it is located near the downtown area it would serve as a showcase for the achievement of a goal sought by the black people. This site, however, was turned down by the planning board. Rev. Calley, spokesman for a group of citizens in favor of the school district office site, accused the planning board of stating that "it would not be to the advantage of the Hemisfair Plaza, whose main entrance is just two blocks from the school district office, to have bands of black kids pestering the tourists and interfering with the operation of the Hemisfair grounds." The writer heard this statement at a school board meeting held on May 13, 1971. None of the board members, nor any of the school and government officials attending the meeting made any attempt to refute the statement.

School Desegregation

In September 1968, notification was given to the San Antonio Independent School District (SAISD) that there was a serious question concerning the district's compliance with Title VI of the Civil Rights Act of 1964. On March 11, 1969, after visits by staff members of the Title VI Division of the United States Office of Education, Region VII, the Superintendent of Schools received a letter stating, "We found numerous examples of policies and practices operative in the San Antonio School District that are not in compliance with the law and the policies of the Department of HEW." In response to this letter, on March 31, 1969, a "Plan to Bring About a Unitary, Non-Racial System That is Free of Discrimination Based on Race, Color, or National Origin" was submitted to HEW. This plan was not completely approved, and on June 26, 1969, a "Revised Alternative Plan to Bring About a Unitary, Non-Racial System of Public Education That Is Free of Discrimination Based on Race, Color, or National Origin" was successfully submitted to HEW.

The plan included provisions for faculty recruiting and assignment in such a way that no school unit "appears to be a school for any racial or ethnic group as judged by the percentage of ethnic groups on the faculty." The feeling in San Antonio is that the staffing pattern for Negro teachers can be achieved by reassignment and recruiting. The district felt, however, "that it will be difficult to secure the necessary number of teachers with Spanish surnames to reach the staffing pattern presented."

The plan included extensive provisions for remodeling, modernization or replacement of outmoded plant facilities. High schools are to be reorganized so as to accommodate grades 9 through 12, are to be designed to provide comprehensive educational programs, and are to be large enough to house a minimum of 2,000 pupils from various ethnic groups. Elementary schools will house 800 students, junior highs 1,200. New schools will be located to serve a substantial number of pupils of more than one ethnic group "when the distance required for pupils to get to school would not be prohibitive."

Extensive curriculum revision and reorgainization was provided to bring about equality of educational opportunity and to try to reduce the drop-out rate. Broad school boundary changes were made and resulted in the reassignment of 12,678 of the 74,423 students enrolled.

Finally, long-range plans were developed to create changes in attitudes and classroom procedures of many teachers, selection or development of adequate materials and equipment, and "the provision within each school unit of an environment that is conducive to teaching and learning." This would involve improvement of basic learning skills, multi-cultural and bi-lingual education programs, improvement and expansion of the present instructional program, coordination of programs, school organization, program and pupil assessment, and teacher education.

The school district then started to develop those programs proposed in the "Revised Alternative Plan." Large sums of money were needed to implement them, and immediately following notification of the district's eligibility to participate in the ESAP program, a proposal was submitted to HEW that was accepted and $1,165,300 in ESAP funds were allocated to the district.

ESAP Project Summary

The San Antonio school district is divided into three areas, each headed by a Deputy Superintendent. Using ESAP funds, each Deputy Superintendent was given a coordinator for community understanding and ten community aides to function as communicators between school and home to increase understanding of the school's goals and objectives and acceptance of the desegregation efforts. They attend meetings of civic organizations and visit homes of children with problems referred to them by the principals of their area. The area coordinators are also meeting with the student advisory committees in each of the secondary schools, helping them to study and evaluate the ESAP program and make recommendations to the ESAP area coordinator.

A director of community information was secured. He has a full-time assistant, a part-time assistant, and a secretary. The functions of this group are to develop communications tools such as newsletters and bulletins for parents, staff, and the general public to promote community understanding and support of school programs and the desegregation effort. In addition, they work with the news media to secure coverage for events and programs in the schools.

In the area of counseling and counseling support, a diagnostic clinic was established and staffed by contracted medical, psychological, and supporting staff. Eight social workers were hired and assigned, one to each high school, to work with students on social problems related to desegregation.

Curriculum revision activities include the development of Spanish for the Spanish-speaking with the objectives of having every high school graduate truly bilingual in Spanish and English, and enhancing the self-image of the Spanish-speaking students. A second activity is field trips planned for the elementary and junior high schools to places the students might not ordinarily visit, e.g., the state capital at Austin, missions, etc. An ethnic studies activity is under development. The writing and research is being accomplished by six teachers, three of whom are Mexican-Americans, and one black. An "Extended Day Program" for elementary school children has been organized. It operates for two hours after regular school hours and, in addition to providing supervision of young children whose parents are working, includes art, music, "charm" classes, and physical education. It is supervised and taught by the regular teaching staff. In addition, a remedial language/reading model is being developed and tested.

A unique student-to-student activity, in cooperation with Trinity University, uses a drama group followed up by workshops using role playing and sensitivity training to improve communication between students of different ethnic origins, and to assist in identifying healthy methods of handling student problems including those caused by ethnic differences.

In teacher preparation, 50 teachers who volunteered are working with ten consultants to develop an in-service program to be extended eventually to a large number of teachers and administrators. It is designed to achieve two objectives: (1) update teachers to new teaching methods and materials, and (2) develop a sensitivity to, and a method of handling, student problems of ethnic origin.

Other activity is a mobile museum. Two stationwagons carry artifacts from Indian, Mexican-American, and Negro cultures to elementary schools. An experienced museum curator is the leader. Participation and involvement of children is encouraged by allowing them to touch, feel, and sometimes play with and wear the articles on exhibition. The purpose is to develop understanding of cultural backgrounds of different ethnic groups looking toward "acceptance of others."

Not in operation at the time field visits were made, but planned, is a broad program of summer activities including: (1) a summer extended day program, (2) a summer discovery program, (3) a summer school tuition program, (4) a summer program for the handicapped, (5) a summer drama workshop, and (6) development of a crime prevention and drug education curriculum guide. Brief activity descriptions and budgets for the proposed summer activities are included in Attachment A. The total for summer activities is $383,820.

The budget allocations for all ESAP activities follow.

ESAP BUDGET SUMMARY

RMC Activity Category	LEA Activity	Budget
	Special Community Project	$220,785
Personal Community Activity	Community Understanding Program	(115,665)
Non-Personal Community Activity	Community Information Program	(105,120)
Counseling Support	Special Pupil Personnel Project	104,630
Ethnic Classes and Materials	Special Curriculum Revision Project Spanish for Spanish Speakers Field Trips Elementary and Secondary School Ethnic Studies Extended Day Program	544,863
Student-to-Student Activity	Student-to-Student Project	92,914
Teacher Training	Teacher Preparation Project Teacher Preparation Special Demonstration	107,986
Administrative Personnel	Administrative Staff	42,022
Other	Mobile Museum	52,100
Total		$1,165,300

BI-RACIAL ADVISORY COMMITTEE

A total of 24 members compose the Bi-Racial Committee of the San Antonio Independent School District. Twelve of these represent the following community organizations:

- Alamo Area Council of Governments;
- Barrios Unidos, Inc. of San Antonio;
- Citizens Participation Policy Committee of Model Cities;
- City Council of Parent Teacher Association;
- Economic Opportunities Development Corporation;
- Mexican-American Unity Council;

- National Association for the Advancement of Colored People;
- Project Stay;
- San Antonio Federation of Settlements and Neighborhood Centers Association;
- United States Civil Rights Commission;
- Urban Coalition; and
- Young Minds in Action.

The other half of the committee is made up of parents of students.

Originally, the committee was composed of 50 percent minority and 50 percent non-minority members. Obviously, the guidelines, which were developed with the idea of black and white integration, were of little use in San Antonio. After protests were made by a number of community organizations, the Office of Education allowed the Bi-Racial Committee to be structured following the same racial composition as that of the school district (i.e., 60 percent Mexican-American, 25 percent Anglo, and 15 percent black).

The committee meets twice a month, usually on Wednesday evenings. During the meeting, attended by this observer, the subject of minority teachers was discussed. There is still a grave need for minority, black, and Mexican-American teachers within the San Antonio school district. The committee recommended that the school district engage in an intensified, nationwide as well as statewide program for recruiting minority teachers. In addition, the committee recommended that the school district apply the same formula for determining the number of required minority teachers to the number of required minority administrators.

A detailed description and analysis of ESAP expenditures was given by the project director. Because of the program's late start, a surplus of ESAP monies resulted. These monies are to be used for an ESAP Summer Program, which was accepted and recommended by the members of the committee (see Attachment A).

Finally, Dr. Paul Kantz, Associate Superintendent, proposed that the committee recommend the use of some ESAP funds to implement a cosmetology program for the students of Brackenridge High School. The funds would be used to purchase equipment and supplies, as well as to remodel existing unused space at Brackenridge. A discussion ensued on the desegregation merits of such a program. The committee voted to recommend that ESAP funds not be used for that activity. The following day, however, at the school board meeting, approval was given to Dr. Kantz' request, and ESAP funds were allocated to the cosmetology program.

The Bi-Racial Advisory Committee of the San Antonio School District is an extremely useful and effective tool to achieve the necessary control and feedback from the community. All the members of the committee present at the meeting described earlier were unusually well qualified, and sincerely and actively interested. This committee appears to be a challenging, probing group of people who obviously are trying to improve the conditions of the minority groups of the City of San Antonio. It is felt, however, that direct communication between the committee and the school board should be strengthened. As in the case of Dr. Kantz' request for funds, the school board never really knew about the committee's disapproval or the why of it. Unless there is direct communication between these two groups, the committee's recommendations and suggestions will serve no useful purpose.

ESAP ACTIVITIES

Note: Because of the size and scope of the ESAP total program at San Antonio, in-depth observation could not be accomplished for all activities.

Community Understanding

Context

The District Office recognized that the three area Deputy Superintendents and Liaison Committees were not being effective in communicating and interpreting school goals, especially those dealing with desegregation, to the citizens. It was felt that the Deputies and Liaison Committees needed personnel and techniques to establish and develop communication channels that would lead to citizen understanding of school goals. As this communication and understanding developed, it was hoped acceptance of the desegregation effort would ensue.

As identified by the coordinator for the ESAP community understanding in Area III, the basic needed centered around one major problem--the community's complete lack of involvement in its schools and their functions. In his own words, "a large part of our community has committed social suicide. They are not interested at all in what goes on around them, much less what goes on in the schools."

The community understanding activity was designed as a vehicle of communication to promote and improve the mutual understanding between residents, parents, and the school district. This understanding would hopefully develop as the community became more involved with the schools, its programs and activities.

A major stumbling block was encountered in the form of parents who have no interest in education per se, and much less, of course, in the activities and functions of the schools. For the most part, these are parents who have little education themselves and have no recognition of the necessity of education for their children. It is believed that as this understanding between schools and community is achieved the role of the schools and the desirability of furthering the children's education will become clear to the unresponsive parents.

Activity Design and Process

As designed, the San Antonio School District is being served by three coordinators (one for each area), each of whom has ten community aides as staff. The coordinators are representative of the three ethnic groups of San Antonio. Of the 30 aides, 10 are black, 13 Mexican-American, and 7 Anglo-American. The community aides were picked from the communities they would serve, and were employed to work on a half-day basis at the rate of $1.60 per hour. They were given a three-week training in human relations, basic psychology, social environment, physical health, and a basic knowledge of the activities and availability of other government programs for the poor. The program operates as designed, with the exception that some aides from Areas I and II were allocated to Area III where the needs and problems of the community seemed greater. Area III now has 14 community aides. To perform their function, the community aides are asked to go to meetings of civic organizations during a given month to make themselves and parents aware of agencies that may be of service to needy parents and educate them concerning operations of the schools and how they might communicate with school officials.

In the schools an aide or coordinator may contact a school principal for a list of chronic absentees and visit the homes of these students. By contacting the parent(s), the aide will usually be able to discover the source of the program. Often it is not just a matter of children playing "hooky," but rather, a much more serious and complicated reason. The aide's help may then take the form of providing transportation for the child to see a doctor in the case of chronic illness, or secure clothes and shoes, or refer the child or parent to counseling and guidance when needed. In the words of one aide: "Very seldom is it just a matter of the boy staying away from school just for kicks. Usually there is something much more serious. Sometimes they just don't have clothes to wear and can't come to school. Often such things as alcoholism, unemployment, or mental illness create an atmosphere that prevents a boy from leaving home."

Outputs

Most people interviewed believe the community understanding activity is worthwhile, and is achieving its objective of promoting understanding between schools and community. Without having any hard data, such as attendance and drop-out records, interviewees could not be sure of the specific impact of this activity, yet most people felt improved morale and attitudes in the communities served by the aides were outcomes. The aides themselves expressed their increased understanding and appreciation of the conditions and problems of their communities. "We have become aware of the many problems around us and of the ways to help solve them," said one aide in Area III.

Community Information Program

Context and Activity Design

The San Antonio Independent School District has experienced, over the last ten years, a slow migration of white families to outlying areas and surrounding school districts. Much of this "white" flight is a reaction to school desegregation and problems of racial and ethnic discrimination. However, SAISD felt that much of the district's problems in prior years came about because of the belief on the part of many citizens that education was on the decline in San Antonio. To counter these misconceptions, the district designed an extensive information discrimination program for the purpose of exposing members of the local community to information about progress in the San Antonio School District. The activity would endeavor to gain radio, television, and newspaper coverage of all school activities, innovations, and happenings in the district.

Also part of this activity design was to establish a better intra-district communications system for the purpose of keeping all personnel informed and to develop and conduct a new computerized citizen opinion polling program. The results of the survey would be used to put into perspective the areas of improvement that are needed and to aid future planning by the administration and Board of Education.

Activity Process

A full-time director, with one full-time assistant, and one part-time assistant and secretary were hired and began their duties in December 1970. All were new to the San Antonio School District and had to first learn about the district's operations and accumulate data on planned projects. In a short time the staff was fully operational and was preparing news releases about the new ESAP activities and other district programs that demonstrated the positive growth of the SAISD. On an average, about one news release, along with photographs, has been mailed to all media every one and one half working days since the activity began. All were printed in at least one of the three local papers.

Similar success was achieved in gaining television coverage of school events and progress, mostly as part of the daily news programs. No less than three separate television news segments were recorded each week of the spring semester. The TV coverage included film clips of ESAP activities and the reactions of children and teachers to these programs.

"Parenthesis," the intra-district newsletter to all SAISD employees, including custodial and cafeteria personnel was started in April and was published weekly throughout the school year. The newsletter was designed to make all employees aware of what is going on in the school district. One issue described the plans for a teacher poll, the ESAP community aid program, the new diagnostic center, and special recognition of SAISD teachers. The newsletter is printed on a single sheet (both sides) and could be quickly read. No attempt was made to evaluate staff reaction to the newsletter or measure its impacts.

Three mail-back bi-lingual questionnaires were prepared and sent to a panel of district residents selected from the San Antonio voter registration lists. A total of 2,621 persons were slected at random from the more than 120,000 registered voters. All were asked if they wanted to participate in the three polls. By mid-March a total of 709 persons answered the original sampling and 528 agreed to participate. The polling was conducted through the services of the Education Service Center, Region 20 in Texas. The staff was aware of the potential biases inherent in their sampling procedure but felt confident in using the results anyway. The sampling technique was designed to be as economic as possible and still give some useable results.

The first questionnaire attempted to measure the participant's knowledge about the San Antonio School District and the means by which they learn about school affairs. The subsequent surveys asked questions on patron's attitudes about the district's fiscal policies, curriculum, ethnic discrimination, etc. In addition to the structured questionnaires, each packet contained a supplementary answer form on which respondents were asked to write any questions or concerns they had about the district that had not been covered in the questionnaire.

Outputs

Any program designed to promote acceptance of desegregation by informing parents, students, and citizens is a slow and subtle process. No quick results can be expected. However, there were indications that the San Antonio community information activity was having some impact. One measure of results was seen in the (RMC designed) Parent Questionnaire mailed to a random sample of parents in all 20 Phase II districts. Of all the districts in the Phase II sample, San Antonio was alone in having undertaken an extensive media community information project. To assess possible differences in impact of information on parents, the responses to several questions were examined and ranked by district. Of interest was the percent of parents giving a high rating to the school system for easing parent and student worries about the effects of school desegregation, the percent of parents perceiving greater community involvement compared to the prior school year, and the percent of parents who felt that schools are supplying more information about operations of the school and the effects of desegregation this year compared to last year. San Antonio appeared near the top of the rankings in the responses to all three questions. While this cannot be construed as direct evidence of the impact of the ESAP community information activity, it is at least suggestive of that impact.

Results were available from the first SAISD poll and contained some useful facts. The participants were informed about many aspects of the school district, e.g., number of schools, student enrollment, etc., but did not realize the main source of funding for district operations; only 24 percent correctly identified state funds. Other results showed that most respondents felt that they had gotten more information from newspapers than other media. About 40 percent of the parents of district school children reported that school meetings or school visits were their main source of information, while 36 percent of this group chose the newspaper.

Special Pupil Personnel Project

Context and Activity Design

In a typical school district one would expect about 5 percent of the student population to be affected with some sort of learning disability problem. San Antonio is atypical of the national norm and is found with a higher number of children needing special pupil personnel services.

This is partially because of the socio-economic conditions that prevail in the city and the bi-lingual culture that exists with the large numbers of Mexican-American children. In spite of this needs, in past years the San Antonio school district had been providing diagnostic services for only 300 pupils per year. This is for a school population of nearly 80,000 students.

To help bring more and better services to SAISD, the district hired a new director for Pupil Personnel Services. The director was hired from outside the San Antonio area and was a man of exceptional ability and experience in dealing with behavioral problems and translating these into management objectives. The arrival of the new director at San Antonio coincided with the receipt of the ESAP funds to increase the diagnostic services. It was planned that 1,000 students would be given in-depth physiological and/or psychological evaluation. All services were planned to be met during contracts with professional practioners in the community.

Activity Process

District funds were used to establish a Learning Center at the central office to bring together much of the diagnostic work being done. Problems in completing these facilities caused serious delays in getting the ESAP program started, but the center was operating by late spring. Additional centers in three area locations are planned and will open during the next school year.

A detailed task analysis was undertaken by the director to define the list of priorities and special services that are needed. The director then found that the existing staff was deficient in many of the skills needed to support a meaningful diagnostic referral system. None of the five local colleges was teaching the necessary skills. In fact, the director had to work with these schools and prepare course outlines to update the educating and psychology department curriculum. By the spring semester, three courses were in operation and several counselors from SAISD were enrolled.

By the end of the year, most of the contracts with local medical professions had been completed. These included a beginning cadre of four psychologists, four general medical practicioners for physical examinations, a neurologist, and a psychiatrist. Because of the construction delays and time spent writing job orders and staff development, only 200 children were processed through the new learning center. However, much of the funds remain unspent and will be used throughout the summer and following school year until the ESAP contract expires. No attempt was made to evaluate the impacts of the current diagnostic evaluations performed in the new center.

Spanish for Spanish Speaking

Context

In its "Revised Alternative Plan to Bring About a Unitary, Non-Racial System of Public Education That is Free of Discrimination Based on Race, Color, or National Origin," published in June 1969, the San Antonio School District recognized the critical importance of fully implementing a program of bi-lingual education. The plan stated, "This is one of the very few, if not the only, large school district in the nation that can, with reasonable hope for success, accept as a major goal the provision of opportunities for every high school graduate to be truly bilingual in English and Spanish."

At that time, two such programs of bilingual education were functioning in the San Antonio School District. The first was a joint effort of the school district, the S. W. Educational Development Corporation, and the College of Education of the University of Texas. Materials and procedures were developed to teach English and Spanish to elementary school children using science and social studies content. The second was a remedial program for potential drop-outs in grades seven and eight. This program was so successful in its four pilot classes in 1963-64, that it was expanded to include 16 of the 20 junior high schools in the district.

Despite these programs, the "Revised Alternative Plan" pointed out the necessity to intensify the district's efforts to teach Spanish to its population of Spanish speakers, who comprise approximately 60 percent of the total population of San Antonio. Many Spanish-speaking children could neither write nor read Spanish adequately.

Most important, however, was the fact that very few of those who had a good command of the language elected to continue in the formal Spanish taught in secondary schools. An obvious supply of resources was being left untapped. In light of this, a decision was made to establish a special program of Spanish for Spanish speakers for junior high and high school students. The ESAP grant application reads: "Courses in Spanish for Spanish speakers will be designed and provided as it is believed that Spanish-speaking students quickly become bored with the traditional and the oral-aural approaches to teaching language that are being used. The development of bilingual ability in Spanish and English will enhance the self-image of the Spanish-speaking student which will aid in his acceptance of pupils of other ethnic groups."

The director of the program, Mrs. Elizabeth Bexten, said "The need is to get them interested and to motivate them to want to continue studying the language and their cultural background." At that time, however, the staff was still in the process of defining and deciding on what approach to take in order to interest and motivate students effectively.

Activity Design and Process

On March 12, 1971, an in-service workshop was held for, and attended by 12 Spanish teachers of the school district. The purpose of this meeting was to acquaint these representative Spanish teachers with the objectives of the Spanish for Spanish-Speaking Program, and to enlist their aid in determining the behavioral objectives, materials, and methodology for the activity. From these teachers, two committees were chosen to determine the content at each level for the skills of understanding, reading, writing, and speaking. Work started immediately and the content for the initial seventh grade course, Reading in Spanish, was ready by the end of May. A team of writers has been chosen to take the approved content and put it into the form of behavioral objectives. Three writers will work during the summer months to develop the curriculum and materials to be ready for use in September 1971.

Both committees, as well as the team of writers, used a "Work Copy for Spanish Programs" as their guideline. This "Work Copy ..." was developed during the summer of 1970 by another group of writers, funded under Title I.

Since the activity is not yet in operation in the classrooms, no change from the original plan has occurred.

Outputs

The program director mentioned that much more material is being created by the team of writers than originally thought necessary. After the behavioral objectives and the type of materials were decided on, the members of the program staff found that little was readily available in the market of educational materials that would be appropriate to this program and so are developing their own.

Eventually, this program will be tied in with a "Hispanic Studies Program," also funded by ESAP. It is believed that since both programs are basically setting out to achieve similar objectives, i.e., "to enhance the self-image of the Spanish-speaking student," the union of both programs will serve to reinforce and make each program more relevant.

Field Trips

Context

Acceptance of others is an integral part of a successful desegration. In order to foster such acceptance, it was decided by school administrators that integrated classes of pupils be involved in field trips to places of historic and cultural significance. It is felt that desegregation will be enhanced as understanding of culture is developed along with knowledge of common cultural heritages.

Activity Design and Process

A total of 300 in-city and 200 out-of-city trips were approved and funded. Every elementary school in the district was allocated funds for in-city field trips on the basis of student enrollment. Trips were arranged to tour the Institute of Texan Cultures, the Witte Memorial Museum, the McNay Art Institute, the Alamo, and the missions. In addition, certain schools were allocated funds for out-of-city field trips to places such as Austin to visit the capitol and other state buildings and Southwest Texas State College to visit a special science exhibit. The scheduling of field trips is decentralized so that the principal of every school is responsible for all logistics. Parents help supervise on the trips and arrangements are made for the children to be fed while they are out.

Interviews at Beacon Hill Elementary, J. T. Brackenridge, and another school in Area II verified the fact that each principal runs his own field trips and is responsible for ensuring that the trip has educational value. The principal is supposed to make certain that there is some preparation for and follow-up on the trips that are taken. However, one principal, at Beacon Hill, delegates preparation and follow-up to the teachers.

The principal at Beacon Hill selected the classes to go on a basis of first-come-first-served. This procedure overlooks the designed racial balance that should be maintained. Consequently, the particular classes that go may not have any whites, Mexican-Americans, or blacks and would, therefore, negate one of the initial reasons for having a field trip in the first place.

Outputs

Teachers and principals interviewed felt the field trips were very worthwhile. One principal said: "We have the opportunity to promote education and desegregation in a non-structured, entertaining form. I think this is very effective when you deal with young children." Most school officials agreed that were it not for the field trips, most children would never be exposed to these cultural and historic experiences. Parents interviewed were most enthusiastic and hoped the activity would be continued.

Ethnic Studies

Context

As schools have been desegregated and pupils from the various ethnic groups have been more closely associated, it is evident that activities must be initiated to foster understanding of cultural backgrounds and cultural differences. Among these activities is the development of materials to be incorporated into the curriculum to enhance the understanding of ethnic backgrounds by minority and non-minority pupils.

Activity Design and Process

It was proposed that materials be collected and a program developed for a course in Hispanic and Negro American History. This program would include development of course content appropriate for various levels with emphasis placed on grades 5, 6, 7, 8 and high school history.

The present ethnic studies program is an extention of a similar type program that operated on a limited basis. Before ESAP funding, Mr. Sutton, the present director, had been compiling history and other research papers on the Mexican-American. With the additional monies from ESAP, the other minorities (Indians and blacks) were included.

The Ethnic Studies Program is in the preparation stage at this point and will be introduced to the high schools in September. Six teachers have been hired to do the writing and the research: Three Mexican-Americans, two whites, and one black. Though the writing has been going on since January 1971, most of the work will be accomplished during the summer months when all personnel can devote full-time to the project. To assist them in writing and to enhance the authenticity of the of the material, consultants have been hired from state universities to work with them. In addition, conferences and exhibitions of materials are scheduled for all teachers. A conference on Africa was attended by 100 teachers with another planned on Spain and Mexico for the fall.

According to a progress report sent to the Project Director, the following steps were completed during the period covering January 1st to Marth 19th, 1971:

Step 1:

The purchase of various publications for use in the Mexican-American Studies classes (i.e., "North From Mexico" by Carey McWilliams; "The Mexican-Americans of South Texas" by William Madsen, and "The Mexican-American, Past, Present and Future" by Julian Nova).

Step 2:

The purchase of the publication "The Negro in American Life" by Mable Morsbach for use in the Negro-American Studies Classes.

Step 3:

The purchase of multi-media readiness kits entitled "Black History" and "La Raza" for our ethnic courses.

Step 4:

The purchase of various research publications on both the Mexican-American and the Black for our two teams of writers.

Step 5:

The translation of several documents pertaining to the Hispanic heritage of the Mexican-American (i.e., "The Plan of Iguala" by Agustin de Iturbide which secured independence for Mexico from Spain; "The Declaration of Independence" by Bernardo Gutierrez de Lara, which was the first proclamation of total independence from Spain made here in San Antonio; and various descriptions of life and culture in the San Antonio missions during the 1700's).

Step 6:

The completion of a self-education unit on the history and heritage of the San Antonio missions geared to all social studies and teachers.

Step 7:

The completion of two units on the San Antonio missions geared for elementary and secondary students. The elementary unit is quite basic while the secondary unit is a more in-depth approach to the missions. It is the hope of the Mexican-American writing team to test these units in our schools next month.

Step 8:

Units are beginning to be developed also on the above "declarations" (i.e., Iturbide's and de Lara's).

Step 9:

The collection and examination of materials pertaining to the Negro by the Negro writing team and the discussion of objectives.

It is expected that with the staff of writers working on a full-time basis during the summer months, the initial curriculum will be ready for use in the fall of 1971. As mentioned before, emphasis has been placed on grades 5 through 8 and 9 through 12.

Output

Since this activity is still in the process of development, we cannot evaluate its output. Furthermore, very little of the curriculum materials had been prepared at the time RMC visited the SAISD, making it impossible for us to even examine and evaluate the materials themselves. Finally, since a large part of the materials to be used are new, having been created by the writers themselves, we cannot rely on past experience and performance to give us any indication of their effectiveness when put into use in San Antonio.

Extended Day Program

Context

In the process of desegregation, as students moved from one school to another, there was a tendency on their part to reject the new school and all it stands for. In an effort to make school more pleasant and to provide opportunities for enjoyable creative activities, it was deemed desirable to establish a program in which pupils of the various ethnic groups could participate in cooperative, spontaneous activities that are unstructured and do not always involve academic grading.

Activity Design and Process

The Extended Day Program will expand a similar one under Title I, ESEA. A total of $135,000 of ESAP funds were allocated to employ 150 teachers, for one and one half hours per day at $5.00 per hour. In addition, $80,640 were allocated to employ 280 aides at $1.60 per hour for one and one half hours per day. Both teachers and aides are paid to work 4 days a week for 30 weeks.

All elementary schools in the district participate in the program. Each school employs two teachers and four aides to lead and supervise the pupils in creative activities in art, music, drama, and dance. In addition, exercises in physical education and library or literary activities are conducted by the teachers who are usually members of the staff of the school in which they will supervise the Extended Day Program. The aides are normally students of nearby secondary schools. Of the total teachers participating in the program, 60 percent were Anglo-American; 19 percent Mexican-American, and 21 percent black. The racial mix of the student aides is more even, with approximately 35 percent Anglo; 33 percent Mexican-American; and 32 percent black. No indication was given that this more even distribution was achieved on purpose.

While most of the older children elect to participate in athletics, the younger ones seem to prefer painting, clay modeling, and music. The teachers organize the initial activities and then usually limit themselves to overall supervision, allowing the aides to work with the children and help them with their work.

In describing the program, one teacher said; "The idea is to let the children do their own thing! They can paint, sing, dance, or anything they want, and because they are having fun, they are also learning but without the pressure of the structured classroom activity."

Outputs

It is the opinion of some principals and teachers, that this activity is nothing more than a day care program. While it is evident that this is the most visible action of the program--the caring for children after school hours--one cannot say that this is all there is to it. It is apparent that there is value in exposing children of different ethnic backgrounds to each other in such a social, non-strutured way. Children are given the opportunity to meet and involve themselves with other children with whom they might otherwise have no contact. Furthermore, the program has been instrumental in promoting and developing contact among the parents of those children participating in the program. One principal said: "I think one of the most successful activities we've had this year was the exhibit of the art works of the children. Parents who never participate in any other school activities showed up for this one." Finally, as one teacher mentioned: "Whether because there are people still in the schools after hours or because kids have more respect, this year there have been very few cases of vandalism. I think the program should get some credit for that." While there were a total of 217 reported cases of vandalism in elementary schools in 1968, and 189 cases in 1969, there were only 60 reported cases for the period of September 1970 to April 1971!

Student-to-Student Activity

Context

While all teenagers face problems and pressures in school, it is evident that groups of newly integrated students will also face new desegregation-related problems and pressures.

As the desegregation plan of the SAISD took place, it was obvious that desegregated students, mainly teenagers, were having difficulty in communicating values and attitudes to teachers and pupils of other ethnic groups. Among the students, there was a need to develop mutual acceptance of differences, understanding of behavior and dress codes, and understanding of the pressures of peer groups. To develop these channels of interpersonal relations, a vehicle had to be provided to dramatize communication between students of different ethnic origins. A decision was made to use drama and role playing as the necessary vehicle.

Activity Design and Process

A graduate of Trinity University's Drama Department, Mr. Johnny Gutierrez was appointed as director of this program. Mr. Gutierrez' first task was to instruct the drama teachers of the local high schools about the purpose of the program, and to enlist their aid in selecting a group of students who would compose his cast of players. An original group of 23 was reduced to 9 students who now compose the Kenwood Players. In addition, the Kenwood Players also include three members who are currently students in Trinity University's Drama Department.

The student-to-student program shares the facilities of a rented house with two other ESA Programs (Teacher Preparation and Special Demonstration) and a Title I Program entitled "Learning About Learning." This is not a coincidence nor a financial consideration only, but rather a purely functional one. The director of the Learning About Learning Program, Miss Jeannine Wagner, is also Director of the Special Demonstration Program and Coordinator of the Teacher Preparation Program. Most of these programs, as well as the Student-to-Student Program, are by-products of Miss Wagner's extensive experience in creative and educational drama techniques. As mentioned in the section dealing with Teacher Preparation, the majority of Miss Wagner's staff, including Johnny Gutierrez, is composed of former members of her children's theater workshops, and have been associated with her ideas about creative drama for as long as 14 years. Therefore, the constant contact of the personnel in these programs, which use the same basic approach, provides a most creative atmosphere to work in, and one in which the utility of resources is fully maximized.

Following the selection of the cast, work began in late February 1971. To successfully approach the problems identified, attention would be concentrated on studying behavioral patterns using techniques such as role playing and sensitivity training.

The program was designed to reach all high schools in the SAISD and several junior high schools, through workshops involving 30 students of all races at each session. Typically, the students selected to participate in the workshops would be the school leaders, whether official, such as student council or club presidents, or unofficial, such as "gang" or "group" leaders. An effort was made to identify the "trouble makers" at each school and include them in the workshops. These representative students, then, would be instrumental in spreading the workshop method and their newly acquired ideas and viewpoints to the rest of the student body and the teachers. In addition to the workshops, a musical play based on ethnic problems in the school community and problem-solving techniques would be developed, and performed for community organizations and school administrators as well as students.

In a typical workshop session, the Kenwood Players act out the type of stress situation that a student might normally experience. Such a situation could be one in which a student is harassed and pressured so much by a teacher, his family, or another student that he might drop out, be insulting, or get into a fight. In acting these situations out, the Players teach a student that his problems, whether he is black, brown, or white, are not so unusual as he thinks, but are actually common to many teenagers, and that he must learn to react and be able to cope with the pressures he will face every day.

In another kind of presentation, the Players impersonate authority figures such as teachers, parents, or principals, and act out the many problems and pressures such persons experience. Through this approach, the student is presented with a picture of "the other side of the fence," which will enable him to appreciate and understand that students are not the only ones confronted with pressures and problems. In presenting such authority figures in a more "down-to-earth" fashion, the student will find it easier to relate to and, therefore, communicate with them.

Following the workshop presentation by the Players, the students are divided into seven smaller groups--a player directing each group--and concentrate on exposing and analyzing their own problems.

Although not able to attend any of the workshop sessions, this writer did see the Players' musical play about "problems." The cast of the play include nine black, one Anglo, and two Mexican-American Students and included the three players currently enrolled in the Drama Department of Trinity University. When asked about the imbalance in the racial composition of the cast, Mr. Gutierrez, the director, explained that few white and Mexican-American students had shown interest in joining the group and did not participate in the try-outs. He did not understand this, since he had promoted the idea heavily in the Mexican-American community. He also added, "I had to get the program started and had no time to look for more Mexican-American and Anglo students, so I selected from what we had, and this is my group. During the summer I intend to conduct more try-outs and by the beginning of the next school year we should have a more balanced group of players.'

The play, which lasts some 30 minutes, is about problem solving and facing pressure. Through three or four acts, it traces the arrival of a new boy in school, the problems he gets into, and his failure to stand up to the pressure he encounters at home as well as school, which prompts him to think of "dropping out."

In the final act, his friends make him realize that many of his problems were his own doing and that he cannot really say that "everyone is against me." They tease him about his inability to stand up to pressure and let him know they also have nagging parents and demanding teachers. Once he recognizes his problems are not as unusual or bad as he thought, he decides to cope with the pressure and not drop out.

Preceding the school workshops, and to serve as an introduction and explanation of the purpose of the program, a series of presentations and experimental workshops were given by the Players to groups of administrators from the SAISD, to PTA meetings, and to selected groups of Student Council representatives from three high schools in the district. A copy of a progress report on the Student-to-Student Program, which lists the above-mentioned presentations and the activities to follow, and a newspaper article covering the first of the school workshops is included as Attachment B.

Outputs

Not enough time has passed since the beginning of this program to determine its impact. Nevertheless, this writer tends to believe that of all ESAP activities in the SAISD it is surely one of the most likely to succeed in attaining its objectives.

There are no hard data to substantiate this claim, but every SAISD official interviewed had words of praise for the activity. They believe it is an effective way to help achieve the goal of desegregation, because it deals directly with the students at a level they can understand and relate to. One principal said: "You can't preach to these kids or you'll turn them off. It is much more effective if they can identify and solve their problems on their own." Most school officials interviewed agreed that the program's creativity was probably its main asset. Mr. Gutierrez, the program director, said, "There are some ideas you cannot get across if you follow the conventional, classroom teaching method. Our ideas in the program are just that type. Drama and workshops are not only the correct method for us, but also the only one the kids will really get into."

A tremendous amount of excitement generates from everybody associated with the program. Following the presentation of the play, this writer talked with some of the players. They were proud of their work, and very much aware of what they were trying to achieve through the program. A genuine feeling of involvement was observed in every one of them. One said, "The other day we put on a skit where we tried to show the kids the type of problems a principal might face every day. At the end, one kid came over and said to me, 'Wow, and I thought I had problems.' I think he understands things better now." Another mentioned, "I think we have helped the kids. Once they understand themselves and others a little better, it is easier for them to relate to each other. This is what is happening in our workshops all the time."

Although the first few weeks of the schedule were devoted to informing the community and school officials of the program's objectives and its activities, there is still a certain amount of resistance to the program. Mr. Gutierrez mentioned, "I sure could use more support from some of the officials at the administrative level. There are a number of principals who are afraid of the program because they think it's too new, or different, or can't really understand it."

Besides his own personal efforts to contact and inform these administrators, Mr. Gutierrez believes this problem will be solved as other schools experiment with the activity and derive its benefits. He added, "There are many teachers and principals who dislike anything that is not along the old, classroom teaching methods. But they will agree to cooperate if we can show them our method works. And it does."

Teacher Preparation and Special Demonstration Program

Context

The following two activities have been developed as Teacher Training activities: (a) Special Demonstration Program, and (b) Teacher Preparation Program. Because these two programs use basically the same facilities and staff and are almost totally interdependent, they will be treated together.

In another school project, the Learning About Learning Program funded by Title I, innovative materials have been developed that are designed to help disadvantaged pupils to analyze and understand their own learning processes and to develop a more positive self-image.

The problem that prompted the creation of this activity was described as follows: "A great number of teachers do not understand the use of materials and methods that have been designed to assist pupils being desegregated, to develop a more positive self-image as a school learner." A program was needed, then, to help teachers develop the competence needed to deal with the learning problems of minority students (Special Demonstration Program).

Closely associated with this problem was another described as "the fact that faculty and staff members often do not understand or realize the differing personal objectives of students from minority groups." This brought into focus the need for the establishment of a program that would train the teachers and administrators to recognize and understand personal and institutional objectives. Teachers and administrators who undergo this training should show a growth in understanding of those problems related to desegregation. The activity will be successful if certain common goals among faculties, staff, and pupils are established (Teacher Preparation Program).

As mentioned by Miss Jeannine Wagner, who directs the Learning About Learning and Special Demonstration Programs, and coordinates the Teacher Preparation Program, "We realized that teachers were a major obstacle hampering our desegregation and educational efforts. A large number of them were completely out of tune with the values and ideas of minority students, as well as with the new educational techniques and materials available."

It is expected that a large number of those teachers needing training under the Special Demonstration Program will also need training under the Teacher Preparation Program. Therefore, each program is an extension and reinforcement of the other. A target population of 500 teachers and 250 administrators has been established.

Activity Design and Process

Essentially, both the Special Demonstration and the Teacher Preparation Programs were inspired by the Learning About Learning (LAL) project. The LAL was in turn the product of Miss Wagner's years of experience in creative and educational theater techniques, and specifically brought about by an experiment with a children's theater workshop created for the Hemisfair in the City of San Antonio. At Hemisfair, Miss Wagner assisted Dr. Paul Baker, a nationally recognized drama teacher and theater innovator, now at Trinity University, in developing a program designed to instill confidence in a child by teaching him to "learn about himself." From this experience, it became obvious that a complete program of "learning about learning" was not only desirable but a necessity. In turn, it was also recognized that such a program could not be successfully implemented if the teachers were not correspondingly trained in the program's techniques and objectives.

Eventually the three programs will operate in a three-step fashion designed to eliminate the teaching obstacles that might hamper the educational development of desegregated minority pupils. 1. The LAL Program will develop the materials and teaching methods; 2. the Special Demonstration Program will train teachers in the use of such materials and methods; and 3. the Teacher Preparation Program will train faculty and staff to deal with and understand the different personal objectives of desegregated students.

The staff for both the Special Demonstration Program and the Teacher Preparation Program includes ten persons--two group leaders, 2 secretaries, and six crew workers.

Information about the Teacher Preparation Project was disseminated to the three Area Deputy Superintendents who then contacted school principals and instructed them to disseminate such information to interested teachers. Of those teachers responding, 50 were selected to undergo intensive training this summer at Trinity University.

In addition to those presentations and training sessions given to the 50 selected teachers, a number of presentations have been given to groups of interested administrators, parents, and teachers.

The presentations include an explanation of the objectives of the project, as well as examples of the techniques such as role-playing and sensitivity training exercises used to train participating teachers.

The Teacher Preparation Project, as well as the Learning About Learning Project, is basically still in an experimental stage. As new material is currently being developed for the curriculum of the LAL Program, so must additional training methods and exercises be developed for Teacher Preparation Project.

In cooperation with the LAL Project, the Teacher Preparation Project has used the Milam Elementary School as an experimental base. Parent interviews have been initiated to investigate their feelings toward the school, and the relationship between school and family problems. A number of parent-child workshops have taken place where parents of different cultural and ethnic backgrounds have worked with their own and other children and discussed and contributed their cultural points of view. This information, together with that collected from the experiences and responses observed in the Special Demonstration and Teacher Preparation training sessions, will be assembled into "parent" and "teacher books." These "books" will become part of the LAL curriculum and the Teacher Preparation Project training materials.

It was recognized that part of a teacher's lack of understanding of a minority group's attitudes and values was a direct result of the teacher's lack of contact with the different minority communities. Although not mentioned in detail in the original Teacher Preparation Project work plan, it was decided that increased teacher involvement and contact with the community was a necessary part of his training. An experimental group of teachers was given a view of conditions and attitudes of minority groups on a first-hand, close-in basis. They were taken on tours of the communities surrounding their respective schools, and encouraged to inquire and make contact with the residents.

In a most convenient and effective arrangement, the Teacher Preparation Report shares the facilities of a large rented house with the Title I LAL Project and the ESA Student-to-Student Program. The LAL Project, Special Demonstration, and Teacher Preparation Programs basically function as three separate but very closely associated phases in the development of one principle: the improvement of educational materials and methods in an effort to improve the educational achievement of desegregated students.

A group leader of the Special Demonstration Program added: "Our classroom training can only do so much. We have to expose the teachers to the community and vice-versa. Only in this way can we expect to achieve the increased communication necessary to accomplish real understanding, which is what it all boils down to--understanding."

Outputs

The Teacher Preparation Project has had a definite impact on the SAISD. In the short run, its experiments in the Milam Elementary School with parent-children workshops produced astonishing results. Following the workshops, a PTA-called meeting to propagate the project's objectives and activities resulted in an attendance of more than 400 people, compared to the normal average of 50. Word about the project had already been spread through the community by those parents participating in the workshops and a tremendous show of community involvement resulted! In addition, the project's offices had received numerous calls from parents inquiring about the location of future workshops similar to those at Milam.

Contrary to expectations, teachers and principals have proved extremely interested in experimenting with the new materials and methods and willing to undergo all necessary training. Actually, the project has received requests to train many more teachers, not only from San Antonio, but also from the Houston School District.

In March, a series of three workshops were given to administrators from both the San Antonio and Houston school districts. Houston school officials were so impressed with the project that they are currently investigating the possibility of adopting an exact program of teacher preparation. Techniques and certain materials that have been copyrighted by the Teacher Preparation Project in San Antonio would be "bought" by the Houston school system.

While one must wait a somewhat long period of time before the training teachers receive can show results such as improved student behavior or academic performance, Miss Wagner is convinced such results will indeed occur. "I have seen the reactions of some of these teachers to our presentations and training sessions, and cannot think but that a positive effect will come out of their new point of view."

The most dramatic impact on the teachers will probably result from the training that deals with taking them into the community. Only a small group has yet been subject to this procedure, but response was so positive that plans are being made to incorporate many such visits into the training curriculum. Miss Wagner said: "I really think we have made a lot of progress in training some of these teachers through role-playing and so forth. But when we took them down to the actual people in the community, it was incredible. It really taught them something about the people they must deal with and understand every day."

Administrative Personnel

Because of the size of the ESAP project at San Antonio and the diversity of activities funded, it was essential that a full-time staff be hired to manage and coordinate the effort. Funds were provided for a director, a secretary, bookkeeper, and clerical assistance, plus certain office equipment and miscellaneous administration expenses. A Mexican-American was hired in early November to head the ESAP project. All other staffing problems included working with the Bi-Racial Committee, student advisory committees, and the three Area Coordinators for SAISD. He kept up-to-date records of all progress and worked with technical assistance advisors from HEW. He also reported to the School Board on matters pertaining to the ESAP project and the progress being made.

Mobile Museum

Context

Among the many problems identified as presenting obstacles to a successful desegregation plan in the SAISD was a lack of understanding of the cultural backgrounds of the various ethnic groups. The need was to acquaint students in the elementary schools with aspects of ethnic backgrounds that create differences in culture.

The reason for this program, then, centers around the idea that, "acceptance of others--a successful desegregation--is dependent on the development of knowledge and understanding of people of different ethnic and cultural backgrounds."

Activity Design and Process

A target population of elementary school children was chosen as they would be the most attentive and impressionable to this subject and because, in the words of the program director, "the younger children are less mobile and have not had the opportunity to visit museums." For the pilot test, the second grade group has been chosen.

The idea for the mobile museum was adopted from a similar program that operated in Brooklyn, New York. The director of the ESA Mobile Museum, Mrs. Effie Cochran, was formerly associated with the New York program.

The program brings materials from the museums into the classrooms. However, the usual barriers present in museums are done away with. In fact, the lessons center around the idea of participation and involvement of the children. They are encouraged to touch, feel, and even play with and wear the articles on exhibition.

Two station wagons have been leased to carry the artifacts from school to school. The staff consists of two teams of one teacher and a driver/assistant each. Once the program is fully underway, each team will give four lessons daily, two in the morning at one school and two in the afternoon at another. The program attempts to answer the question, "What is a Texan?" The lessons will feature the contributions of the Indian, Mexican-American, and Negro cultures. Each of the lessons will be built around artifacts and other materials provided by the Institute of Texan Culture, the Witte Museum, and other institutions and private collections.

A demonstration lesson was given to elementary school principals in mid-February, and the first school lesson took place on March 8 at Zavala Elementary School.

Outputs

The first series of lessons, currently underway, focuses on the Indian culture. This writer attended one such lesson and was very impressed with it. A series of Indian artifacts, such as drums, tomahawks, and bead collars were passed around so that each child coulc touch and inspect them. The teacher, Mrs. Leslie LaRocca, also spoke about food and the way the Indians prepared it. A short description of the history of the Indian in Texas was given, pointing out the most important events and their contributions. Following the presentation, the children were given an informal quiz on what they had just seen; they were all delighted to participate.

CONCLUSIONS AND RECOMMENDATIONS

Community Understanding

It must be recognized that the activity has only been in operation since late February 1971. Therefore, an evaluation of its performance is difficult and might not be fair as such a program needs an initial period of time to iron out its operational difficulties.

It is the opinion of this writer that the needs and special problems of the LEA were well defined. However, the objectives of this activity, while well defined on paper, do not seem as well defined in the minds of the community aides. It was my impression that the desegregation objective of the activity was lost somewhere along the line by the aides who mostly just wanted, "to help the people in the community." This is not to say that the aides should not involve themselves in such things as securing clothes, food, and medical services for the community residents, but rather that these actions should mainly serve as vehicles or tools to achieve the desired objective of improved communication and understanding between community and schools in matters dealing with desegregation.

Presently, all aides are employed on a part-time basis and paid $1.60 per hour. All area coordinators, as well as all aides interviewed, expressed concern. They state that in order to do their jobs, they always have to work much more than four hours a day. One aide said, "I wind up working an average of six to seven hours a day, but only get paid for four hours. As it is, even with six hours a day, I cannot do everything I need to do to help these people." Aides are not assigned to any particular school. Therefore, if the principal of any one school is not willing to cooperate with the aides and inform them of students needing help, such students might go unnoticed and unassisted by the aides. Furthermore, when an aide relies on hearsay within a community to choose his target population, he might not be aiding those needing him the most. His resources are then not fully utilized.

The aides' effectiveness has been hindered by a lack of communication between the aides and the administrators. According to the aides, they were initially tagged as "informers" or "snoopers" capable of revealing situations that would damage the image of the schools. At present, some of the administrators' apprehensions has lessened but not to a significant degree.

To verify some of the allegations made by the aides, two additional persons, a school principal of a junior high school and an administrator in Area II, were interviewed.

The principal, who seemed somewhat biased, considered the aides-activity a waste of money because the aides were not school-oriented--making it difficult to handle any type of school problems. He assured me, however, that the aides are allowed to come to the schools as they choose, but did not indicate the amount of cooperation they receive from him or the teachers.

Dr. Scott, an administrator in Area II, informed me that the problem between the aides and school administrators is the result of the former condition of the school system. Principals and teachers have long considered themselves above challenge in their buildings. The aides seem to present a challenge to them causing a breakdown of communication channels. On the other hand, he continued, the aides are limited by their capacities to communicate with those in charge. Consequently, it is his recommendation that the aides should receive some formal training in good communication techniques while the teachers and principals should prepare themselves to cooperate with and utilize those persons not directly involved with school activities, i.e., the aides.

The idea of establishing communication channels between the schools and the parents appears to be a valid attempt to solve some of the problems of desegregation since many of the problems associated with desegregation are parent-oriented. It has bridged a gap between the parents and the schools so that there may be mutual understanding of school-related problems.

Some of the aides interviewed seem to have antagonisms that hinder their ability to get all the cooperation they could obtain from school administrators.

To correct the above problem areas, it is recommended that:

(1) the aides receive intensive training with special emphasis placed on the desegregation goals of this activity. That ESAP as a whole be explained to them so that they can more fully understand the role played by their work within the general framework of the program. We believe that their increased knowledge about the program will allow the aides to allocate their time and efforts more effectively in dealing with those problems arising as a result of school desegregation.

(2) the aides be employed on a full-time basis. The increase in working hours will allow the aides to handle a bigger work load, or to handle their present work load more effectively. The aides' full time status and increased income will have a very definite psychological advantage. They will feel they are fully involved in the program, not just assisting it, and therefore, should result in a more positive outlook toward the program and its objectives.
In addition, by having a crew of full-time workers following regular working hours, the area coordinator will be able to more efficiently direct his workers' efforts by scheduling and regulating their activities according to a specific work-day plan.

(3) finally, the aides should be made part of the general staff of schools, or at least specifically appointed to a particular school or schools, so that their work will be concentrated in one area with one group of people. The following should result:

  (a) aides will have more first-hand knowledge of specific school and student personal problems through their increased direct contact and communication with school personnel as well as the student body.

  (b) by concentrating on one school, the aides will be able to address the specific problems of that school directly, eliminating the time wasted when a problem must be identified through probing and investigating in the community itself. This should eliminate the "door-to-door" type of outreach some aides have been involved in, and will again result in a more efficient allocation of time and resources.

Community Information Program

The community information ESAP activity at San Antonio is aimed at a critical problem of school desegregation, i.e., community concern about the quality of education in integrated schools. This activity is attempting to allay these fears by a concerted effort at reporting the positive aspects of the school program and the progress being made. However, it is doubtful whether any lasting effect has been made in the short time this activity has been operating. It is recommended that this activity, or one similar to the ESAP community information program, be continued in the future to give the effort a reasonable chance for success. To cut off the work that has been started and lose the experience that has been gained by the newly-hired staff would be wasteful. Much of the expenditure for equipment and supplies have already been made and would not need to be refunded in the future.

The use of survey polls appears to be a valuable tool for measuring community reaction and opinions and should be continued. However, the technique need not be used more than two or three times a year to be useful. More than this number would seem unproductive.

Special Pupil Personnel Project

As noted, construction delays and other problems prevented an on-schedule start for the activity, and, at this writing, little of the original intent of the activity has been accomplished. Authoritative conclusions will have to wait upon the availability of further data. However, the activity appears, at this time, to be well-conceived and well-staffed, and seems to be progressing toward worthwhile objectives.

Spanish for Spanish Speaking

At the time this writer visited the SAISD, this program was still very much in the planning and development stages. In fact, the curriculum to be used starting in September 1971 is currently being written and assembled by the staff writers.

It is felt that this program is definitely needed in the SAISD. When such a large number of students elect not to continue to take advantage of their bilingual ability, an obvious resource is being wasted. Furthermore, one of the Mexican-American community's signs of identity is allowed to extinguish. Some critics might suggest that rather than aid the desegregation process, this program will, in fact, hamper it by promoting "groupism" or "separatism" of the Mexican-American from the black and Anglo communities. This writer believes that this program will help to improve the self-image of the Mexican-American community. Although financially and socially deprived, the Mexican-American community can feel its culture is respected.

While the process and output of this activity cannot be evaluated, it can be stated that:

- the needs and problems of the SAISD were well defined with regard to this program,
- the objectives of this program have been very well defined, and
- the design of this program does indeed relate to the needs of the SAISD, and the objectives of the school district.

Field Trips

Because of the decentralization of the activity, the effectiveness may vary from school to school. Some principals may require preparation and follow-up whereas others may not. There appears to be a degree of uncertainty concerning the educational worth of the field trips at schools that are negligent about preparation and follow-up. Therefore, it is recommended that the principals insist that their teachers structure adequate preparation before and follow-up after the field trip. It is also recommended that the district promote desegregation of the local community by involving more parents in future field trips.

The field trips are thought to be a worthwhile activity and should be continued.

Ethnic Studies Activity

The ethnic studies activity, when it becomes operational, should fill a need in the district and should be continued.

The major weakness found in the program centers around the teachers who are doing the writing. Of the six teachers doing the writing, one black and two whites are writing on black history. There should be three black writers. Implied here is not a questioning of the whites' ability as researchers but the ability to pursue truth and authenticity as vigorously as someone researching his own neglected history.

This selection of teachers may not have been intentional on the part of the district considering the scarcity of qualified blacks and the practice of selecting teachers from the immediate area. Therefore, it should be pointed out that if validation of the black studies section of the program is desired, an effort should be made to recruit a black teacher or teachers who have a specialization in the field of black studies. Hiring black consultants merely to give advice does not effectively present the black man to the students who will be studying the history.

Moreover, it is detrimental to the entire Ethnic Studies Program if the history of the minorities is studied in a separate course as planned. Therefore, it should be recommended that the district incorporate the study of the minorities into the regular history course so that more people are exposed to the history.

Extended Day Program

The Extended Day Program seems to fulfill a need for the parents who work until late in the evenings. They realize that their children are in the care of some responsible individuals who are capable of exposing their children to something constructive. The success of the program depends a great deal on the enthusiasm and concern of the teacher who has the capacity to make the program worthwhile. They seem to be accomplishing this.

The money seems well spent and some additional money should be set aside to continue it next year, if funding is available.

Student-to-Student Activity

We believe this program to be an outstanding one. The needs and problems of the school district, as well as the objectives of the program, have been well defined. The program was carefully designed and successful in its implementation. It will be an asset to both the desegregation and education achievements of the SAISD.

Recommendations are:

- that performances of workshops and the musical play for the general community be intensified. This will serve not only to propagate information about the program, but also, to involve the community itself in the workshops; that is, parents will be able to see and appreciate the pressures and problems their children face in everyday life. A better relation among school, parents, and children could develop as a result.
- that after each high school and junior high school has participated in a series of workshops and viewed the plays, the drama department of each school be instructed to develop its own series of related workshops. By doing this, each school will be able to receive the benefits from this type of activity on a more constant and direct basis.

Teacher Preparation and Special Demonstration Project

The teacher training activities employ very similar work tools and techniques; namely, very creative educational materials and methods such as theater workshops, role playing, sensitivity and awareness training. A great deal of sharing of experiences and abilities, as well as materials, occurs, which is to the project's advantage.

Upon visiting the house to interview Miss Wagner, this writer was extremely impressed. The majority of the members of the staffs of the different projects are young, in the 21-30 age group, very dedicated, and enormously excited about their work and future plans. There is constant activity in the house, and one would think that some of the staff members actually live there. Driving by the house one night at approximately 10:30 p.m., this writer saw lights and decided to drop by and inquire. A number of staff members were still there, informally gathered and discussing procedures and ideas about the project. Miss Wagner was busy presiding over a meeting of the Learning About Learning Program.

Most important is the fact that a significant number of the staff members of the LAL, Teacher Preparation, and Student-to-Student Projects have known and worked with each other under Miss Wagner's direction for many years prior to these projects. Having participated in Miss Wagner's children's theaters since the beginning, some staff members have been exposed to her ideas and methods for as much as 12 years. Opinions, ideas, and advice are shared on a constant basis and a true atmosphere of group endeavor exists.

A most pressing and crucial problem--teachers lacking the necessary skills and materials to educate minority students--has been identified and addressed by the Teacher Preparation Project. Objectives have been extremely well defined, and the project's design is equally well related to the attainment of such objectives. While other ESA Programs are more indirect in their approach to educational desegregation by addressing such issues as community involvement, remedial curriculums, etc., this project directly attacks what can be and is a basic and most damaging deficiency in a school system--inappropriate materials and untrained teachers.

Although it is not totally implemented, one can safely predict that this will be a most effective and successful project. While praise must be given to the materials developed, this writer believes the real outstanding feature of the project is its technique and training methods. The very creative training methods employed have been instrumental in promoting such wide acceptance by the participating teachers. Participation in educational drama techniques, such as role playing, has been an enjoyable and most revealing experience for all participating teachers. This writer has strong words of praise for such a project.

We recommend:

- that this project definitely be continued for another year minimum.
- that if considered desirable and necessary by the program director, funding for this project be increased so that additional staff members be employed, and the goal of training 500 teachers and 250 administrators be accomplished in a shorter period of time.

- that the Office of Education encourage other school districts to adopt similar projects.

Administrative Personnel

No assessment was made of the day to day operations of the ESAP administration staff, or of the need for each of the people hired. However, considering the size of this grant, less than 4 percent of the funds were spent for administration, which is not out of line with what other districts spent for similar ESAP functions. Thus the expenditure appears to have been justified.

Mobile Museum

Although a well-run program, and an interesting and effective one, it must be recognized that the Mobile Museum is not a most crucial part of the desegregation effort of SAISD. This is not to say that it is a waste of time and money, but rather that when compared to other ESA Programs this is probably the one less directly associated with desegregation. Its output will surely be more educational than desegregational, and the program should be praised for its very creative and effective approach to the teaching of cultural history. This program should be continued.

Unfortunately, the lessons involving the Mexican-American and Negro cultures are still not developed. The worth of the program depends very much on the material and approach taken to teach about these two cultures in the future.

The opportunity exists to relate the study of these cultures to the Elementary School Ethnic Studies Program, and, therefore, make the Mobile Museum a more worthwhile activity.

It is recommended that Mexican-Americans and blacks be in charge of the lessons about their respective cultures. This will make the presentation not only more authentic and hopefully more authoritative, but also will have the effect of exposing the children to the idea of a minority group member proudly displaying his group's customs and achievements.

Attachment A

PROPOSED SUMMER PROGRAMS

SUMMER EXTENDED DAY PROGRAM
June 7 - July 30
9:00 - 12:00

A summer extended day program will be offered in each elementary school for a period of eight weeks, beginning June 7 and terminating July 30. Each session will be from 9:00 a.m. to 12:00 noon, with the teacher being on duty for 15 minutes before the class begins and 15 minutes after the students are dismissed. Each school will focus its program on a reading and literature course. The thrust on reading should, to the greatest extent possible, be carried into the other two course offerings of math/science and arts and crafts. A mid-morning snack period will be observed with milk and cookies to be provided for the students.

Three teachers, one for each course offering, will be allowed for each school with additional teachers being provided on the basis of one for every 25 pupils. Two aides will be allowed for each school. One P. E. teacher will be allowed for each school not having a city recreation program. Teachers will work 3-1/2 hours per day, five days per week at a rate of $6.00 per hour. Aides will work 3-1/2 hours per day, five days per week at a rate of $1.60 per hour. Classes will not be held on Monday, July 5, in observance of Independance Day.

Each school will be allocated a sum of $300.00 to be used for instructional supplies.

SUMMER EXTENDED DAY PROGRAM

BUDGET

A. Employee Salaries		
Teachers - 3 each school - 3 1/2 hours per day, five days per week, for 8 weeks - for 66 schools @ $6.00 per hour	$ 166,320.00	
Aides - 2 each school - 3 1/2 hours per day, five days per week for 8 weeks - for 66 schools @ $1.60 per hour	29,568.00	
P. E. Teachers - 42 - one for each elementary school not having a city recreation program - 3 1/2 hours per day, five days per week, for 8 weeks @ $6.00 per hour	35,280.00	
Total		$ 231,168.00
B. Employee Benefits		
Social Security	11,558.00	
Total		11,558.00
H. Miscellaneous Administration Expenses		
Snacks - average 13¢ per day per student - average 75 students per day for 66 schools	26,540.00	
Total		26,540.00
I. Instructional Supplies		
$300.00 per school for 66 schools	19,800.00	
Total		19,800.00
TOTAL		$ 289,066.00

SUMMER DISCOVERY PROGRAM

June 7 - July 30
9:00 - 12:00

Secondary school students will be afforded an opportunity to participate in a discovery program in arts, crafts, music, and drama. Three centers will be in operation in the centrally located downtown area: (1) the old Ursuline campus, (2) La Villita, and (3) Hemis Fair for a period of eight weeks, beginning June 7 and terminating July 30. Each sessions will be three hours long, 9:00 a.m. to 12:00 noon, with the teacher being on duty for 15 minutes before the class begins and 15 minutes after the students are dismissed. A mid-morning snack period will be observed with soft drinks and cookies to be provided for the students.

Each center will be staffed by six teachers and six craftsmen. The still will be on duty for 3-1/2 hours per day, five days per week. Teachers will be paid at the rate of $6.00 per hour, and craftsmen will also be paid at the rate of $6.00 per hour. No classes will be in session on Monday, July 5, in observance of Independence Day.

Each center will be allocated a sum of $1,000.00 to be used for instructional supplies.

SUMMER DISCOVERY PROGRAM

BUDGET

A. Employee Salaries		
18 teachers @ $6.00 per hour - 3 1/2 hours per day - 5 days per week for 8 weeks	$ 15,120.00	
18 craftsmen @ $6.00 per hour - 3 1/2 hours per day - 5 days per week for 8 weeks	15,120.00	
Total		$ 30,240.00
B. Employee Benefits		
Social Security	1,512.00	
Total		1,512.00
D. Contracted Services		
Transportation - one bus from each of six pick-up stations to downtown centers @ $15.00 per bus	3,600.00	
Total		3,600.00
H. Miscellaneous Administration Expenses		
Snacks - 20¢ per day per student - average 100 students per center	2,400.00	
Total		2,400.00
I. Instructional Supplies		
$1,000.00 per center	3,000.00	
Total		3,000.00
TOTAL		$ 40, 752.00

SUMMER SCHOOL TUITION

The secondary summer school program offers a varied curriculum of courses that are available to students for the purpose of accelration, enrichment, or for repeating a course that has been failed. This is offered at a rate of $35.00 per unit of study. Since a large portion of our minority students are classified as being economically deprived, thus not having the funds to participate in this program, those participating will not reflect the type of integrated situation desired. Through Emergency School Assistance Program funds, the tuition cost would be paid for that segment of the minority students that cannot afford to attend summer school. This would allow the summer school centers to operate with a fully integrated student body. It would also serve to maintain through the summer months the integrated atmosphere that they have been adjusting to during the regular school year.

SUMMER SCHOOL TUITION

BUDGET

H. Miscellaneous Administration Expenses Summer school tuition fee of $35.00 for approximately 1200 students	$ 42,000.00	
Total		$ 42,000.00

SUMMER PROGRAM--ELOISE JAPHET SCHOOL
June 7 - July 30
9:00 - 12:00

The physically handicapped child is oftentimes overlooked. Like any other student, the handicapped child needs guidance and direction in the development of his social and emotional maturity in a completely integrated situation. It is proposed that a non-structured summer program in the field of drama, arts and crafts, and recreation will allow the handicapped children to better understand each other as well as themselves regardless of handicap, race, or color.

The program will be offered for a period of eight weeks, beginning June 7 and terminating July 30. Each session will be three hours long, 9:00 a. m. to 12:00 noon, with the teacher being on duty for 15 minutes before the class begins and 15 minutes after the students are dismissed. A mid-morning snack period will be observed with milk and cookies to be provided for the students.

The participation of 50 handicapped children would require a staff of three teachers, one registered nurse, and two aides. Each staff member will work 3-1/2 hours per day, 5 days per week for eight weeks. Classes will not be held on Monday, July 5, in observance of Independence Day.

SUMMER PROGRAM - ELOISE JAPHET SCHOOL

BUDGET

A. Employee Salaries		
3 teachers @ $5.00 per hour - 3 1/2 hours per day - 5 days per week for 8 weeks	$ 2,100.00	
1 nurse @ $5.00 per hour - 3 1/2 hours per day - 5 days per week for 8 weeks	700.00	
2 aides @ $1.60 per hour - 3 1/2 hours per day - 5 days per week for 8 weeks	448.00	
Total		$ 3,248.00
B. Employee Benefits		
Social Security	163.00	
Total		163.00
D. Contracted Services		
Field Trip transportation - 3 trips @ $30.00 per trip	90.00	
Total		90.00
H. Miscellaneous Administration Expenses		
Snacks - 13¢ per day per student for 50 students	260.00	
Total		260.00
I. Instructional Supplies	150.00	
Total		150.00
TOTAL		$ 3,911.00

JEFFERSON SUMMER WORKSHOP

A summer drama workshop will be offered at Thomas Jefferson High School for a period of eight weeks, beginning June 7 and terminating July 30. Each session will be three hours long, 9:00 a.m. to 12:00 noon, with the teacher being on duty for 15 minutes before the class begins and 15 minutes after the students are dismissed.

The purpose and objectives of this workshop will be to instruct students in basic drama terminology and to allow them to experience a full range of production techniques; to provide enrichment opportunities for participating students by encouraging appreciation and understanding of the dramatic arts; and to offer members of the community quality drama productions for their enjoyment. By bringing a large variety of students together, more than drama experience will be shared. The summer workshop will allow cultural sharing and will enable participants to build close friendships with and gain understanding of a number of students they would not generally work with or know during the regular school year. The participants will be a mixture of students from different socioeconomic and ethnic backgrounds.

Two teachers will be allowed for this program. Teachers will work 3-1/2 hours per day, five days per week at a rate of $6.00 per hour. Classes will not be held on Monday, July 5, in observance of Independence Day.

The Jefferson Summer Workshop will be allocated a sum of $450.00 to be used for miscellaneous administration expenses.

JEFFERSON SUMMER WORKSHOP

BUDGET

A. Salaries		
Teachers - 2 - 3 1/2 hours per day, five days per week, for 8 weeks - @ $6.00 per hour	$ 1,680.00	
Total		$ 1,680.00
B. Employee Benefits		
Social Security	84.00	
Total		84.00
H. Miscellaneous Administration Expenses	450.00	
Total		450.00
TOTAL		$ 2,214.00

CRIME PREVENTION AND DRUG EDUCATION

Teaching Crime Prevention and Drug Education as prescribed in H. B. 467 enacted by the 61st Texas Legislature, requires public schools to teach units of study on this subject to all students each academic year for grades 5 through 12. A written curriculum guide providing scope and sequence of subject matter, and containing examples of units must be produced, as it is urgently needed by the classroom teachers.

A team of pupils, teachers, administrators, and consultants are to be employed during the month of June to produce a curriculum guide for the San Antonio Independent School District. This guide is urgently needed in order to meet the unique needs of our multi-ethnic school community.

CRIME PREVENTION & DRUG EDUCATION
CURRICULUM GUIDE

BUDGET

A.	Salaries		
	8 teacher writers @ $5.00 per hour for one month	$ 4,000.00	
	1 clerk-typist for one month @$382.00	382.00	
	Total		$ 4,382.00
B.	Employee Benefits		
	Social Security	220.00	
	Total		220.00
D.	Contracted Services		
	Consultants	600.00	
	Total		600.00
H.	Miscellaneous Administration Expenses	675.00	
	Total		675.00
	TOTAL		$ 5,877.00

ESAP SUMMER PROGRAMS

BUDGET

EXTENDED DAY PROGRAM	$ 289,066.00
SUMMER DISCOVERY PROGRAM	40,752.00
JAPHET SCHOOL SUMMER PROGRAM	3,911.00
SUMMER SCHOOL TUITION	42,000.00
CRIME PREVENTION & DRUG EDUCATION	5,877.00
JEFFERSON SUMMER WORKSHOP	2,214.00
TOTAL	$ 383,820.00

Attachment B

SPECIAL STUDENT-TO-STUDENT PROGRAM

PROGRESS REPORT
March 19, 1971

The program is well on its way to achieving all the goals that were intended. Sudents are very enthusiastic with the program as well as administrators who have participated with the program.

The remainder of March, April and May will be filled with workshops given to the eight major high schools and several junior highs. Contacts are still being made to put on the calendar. A list of all the activities which the program has undertaken are as follows: -

Presentation - Drama and English teachers and principals of all the high schools in the district. Presenting goals and purposes of program and short demonstrations of techniques used.

Presentation - To Federal and State Govenment Projects' Officials.
A presentation by the Kenwood Players was given depicting the techniques which they use.

Workshop - March 18/19, 1971: 48 integrated students from high schools in the district who were on the Student Advisory Committee for the ESAP program.
Two 3-hour workshops were given by the Kenwood Players based on problem-solving and ethnic communication.

Workshop - March 11, 1971 - Milam Elementary School:
The Kenwood Players took part in a large workshop given to 400-plus people attending a PTA meeting.

Presentation - Will Rogers Elementary School - March 4, 1971
Presentation given to 200 people at PTA meeting on the Special Student to Student Program based on its goals and purposes. Demonstrations of equipment.

Workshop - Administrators' Workshop, Winedale, Texas February 26/27, 1971:
San Antonio and Houston Independent School District Administrators participated in a workshop given by the Kenwood Players based on ethnic problems.

Workshop - March 2, 1971:
15 Student Council Representatives and other students from Jefferson High Schools, Highlands High School and Sam Houston High School participated in a workshop conducted by the Kenwood Players.

Workshop - March 9, 1971:
15 Student Council Representatives and other students from Jefferson High School, Highlands High School and Sam Houston High School participated in a workshop conducted by the Kenwood Players.

Workshop - March 16, 1971:
15 Student Council Representatives and other students from Jefferson High School and Sam Houston High School participated in a workshop conducted by the Kenwood Players.

Workshop - March 19, 1971:
Workshop for Ted Tac will be given by the Kenwood Players at 5:00 P.M. today. Mrs. Emily Whiteside will be sponsor.

Workshops are in the planning for high school students. These workshops will take place in the high schools of the San Antonio Independent School District. The Kenwood Players will give workshops based on ethnic problems and specific problems which are characteristic of each school, beginning March 18 at Irving Jr. High School: March 23 - Jefferson High School: other schools are in the process of being scheduled for workshops - including Brackenridge High School, Sam Houston High School, Fox Tech. High School and Burbank High School.

Workshops will be structured for 30 students at a session. Each session will be 2 hours. Students will be gathered from all ethnic groups.

A play is also being created at this time which will be based on ethnic problems in the school community and problem-solving techniques used by the Kenwood Players. The play will be in a multi-media musical play style. It will be toured to all high schools and junior highs in the district.

A documentary film is being made of the Special Student to Student Program and will be finished at the end of the school year, depicting all the activities and ideas which the program undertook. Short instructional films are also being made to aid in all the activities. A brochure or book is also in the process of being created which will depict a process of problem-solving, using the techniques which the Kenwood Players' Group uses in the Special Student to Student Program.

Attachment C

KENWOOD PLAYERS, including (L-R) T. J. Tutson, Ed Amido, Andy Rocha, Trudy Fields and Melvin Martin participate in skit at Irving Junior School dramatizing desegregation problems. (Staff Photo.)

'Players' Will Assist Schools

Problem Workshops

By DORIS WRIGHT

Teenagers face problems and pressures in all schools, but newly-integregated students face a different set of problems.

Seven young people called the Kenwood Players have set a goal of helping other young people see their problems, face them and find solutions.

HOLD WORKSHOP

They got their point across at Irving Junior High when for two hours they presented skits and worked with individual groups of Irving students in charting new skits, facing new problems.

The Players, directed by Johnny Gutierrez, are holding "workshops" in all schools in the San Antonio School District under the federal grant which provides assistance in solving problems resulting from desegregation of schools.

At Irving, 32 of the school's leaders, whether official, such as student council or club presidents, or unofficial, such as "gang" leaders, were invited into the auditorium to work with the Kenwood Players.

In turn, the 32 students will spread the method throughout the entire student body and impart their new viewpoints to teachers. Results showing in the schools already visited indicate the sudents are catching on to ways to solve many problems, whether racial, dating, apathy, teacher-student relations or anything else which may surface.

The seven Players, who are black, brown or white, include Stephanie Osborne, T. J. Tutson and Melvin Martin all of Trinity University; Stella Williams, Brackenridge High student; Ed Amido, Edison High student; Andy Rocha, of Fox Tech, and Trudy Fields, Sam Houston High student.

OWN PROBLEMS

When the seven lined up on stage at Irving, 32 students and a number of teachers "were jarred out of their seats and onto their feet to work out their problems," as a teacher said.

Using the "It" approach, Rocha was "It," meaning all criticism and harassment was directed toward him by the other six Players.

Rocha was a student. The others portrayed a social worker, a principal, a teacher, the girl friend and the boy's father. Each berated him for failures, apathy or whatever they could think of to use to lash the youth.

The lesson was obvious. The student had to learn to take the pressures and not give up or drop out of school, as he was being encouraged to do in the skit.

Moments later, the 32 students in the audience were huddled in seven groups — a Player with each group — and working out dialogue for their own problems.

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Final Report UR-163

EVALUATION OF THE EMERGENCY SCHOOL ASSISTANCE PROGRAM

Volume III: Design and Findings of Phase II Case Studies

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Project Director: Dr. Kenneth F. Gordon
Phase I Director: Mr. Carl Blozan
Phase II Director: Mr. Paul Dienemann

September 15, 1971

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RMC INCORPORATED

APPENDIX K

CASE HISTORY OF ESAP IN GREENVILLE COUNTY, SOUTH CAROLINA

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GREENVILLE COUNTY, SOUTH CAROLINA

BACKGROUND

Community Description

The school district of Greenville County, South Carolina, encompasses the entire county, with the exception of the far northeastern corner. Its total area is 640 square miles. It is in the Piedmont area of the Appalachians and is the marketing center for the area. Its industry consists mainly of textile manufacturing plants although it is diversifying into heavy machinery, food, chemicals, electronics, furs, aircraft parts, and others. Median family income in 1969 was $9,161 as compared to $4,062 in 1958. The LEA includes Greenville City, a progressive southern city. Its downtown area is new, and much building is taking place. Tourism is an important factor in the economy. The 1970 census figures show a population of 236,900 for the county and 61,242 for the city.

The district was created in 1951 and is a composite of what previously had been 82 districts. School enrollment is approximately 59,000 in the 101 schools. Consolidation has eliminated all but one of the smaller schools. Public kindergartens were instituted in 1969 in six centers serving nearly all five-year-olds which, it is hoped, will be expanded to include all. Per pupil expenditure has risen from $156 per pupil in 1951 to $503 in 1969.

Funds are derived from the state, 53 percent, local taxes, 40 percent, and from federal funds, 7 percent. Federal funds totaled $2,380,418 in 1969. The teacher-pupil ratio in 1969 was 1 to 28 for elementary and 1 to 22 in secondary schools. The dropout rate was 40.4 percent from a study of 1969 graduates, with the greatest number occurring in the 10th and 11th grades.

Social, Political, and Racial Context

The integration of local facilities such as stores, restaurants, hotels, and transportation has been accomplished with very little serious strife or incident. In fact, Greenville has been portrayed by the national news media as a model of integration without disruption. There is limited social mixing of the races, due largely to socio-economic differences and housing patterns. As in many areas of the U.S., the schools are the focal point of racial mixing and contact.

The court order of February 1970, which forced integration, came in the middle of the school year, causing a large amount of disorientation for students and parents. Students selected to change schools felt out of place in their new surroundings. Athletics, school clubs, etc., were disrupted by the transfer of student members and, although there were no incidents between February and June 1970 racial tension was mounting.

The town's community leaders publicly supported the unitary school system, although not entirely without reservation. As one civic leader expressed it: "We have exhausted all legal means of opposing this move; now we are determined to have the best unitary school system possible."

There is no really organized resistance to the unitary system. A few academies have sprung up, but not to the serious detriment of the public school system; the academies are reasonably small and well-run. They provide at least two positive functions: they remove some potential resisters to integrated schools and they lighten the pupil load on public schools somewhat.

Table K-1 shows the private school enrollment figures, showing increases and decreases:

Table K-1

PRIVATE SCHOOL ENROLLMENT

School Year	Enrollment	Gain or Loss
1966-67	2409	
1967-68	2514	+ 105
1968-69	2317	- 197
1969-70	3179	+ 862
1970-71	4517	+1338

Bob Jones University, long a bulwark of segregationists, is located in Greenville, but no apparent attempt has been made to impose the University's views upon the community.

Most newspaper articles and/or comment on the schools is positive, and criticism, when it appears, is mainly constructive.

Politically, the schools have been involved in only one issue, a property tax increase. The increase was passed, although it was reduced from 17 mills to 9 mills. The School Board is pressing for a vote on the other 8 mills and feels it "has the public support to win" this fight. A local homeowners group is opposing this increase, but not on the grounds of disagreeing with the schools. Rather, they oppose any increase for whatever reason and desire that another source of revenue be found. The current Mayor of Greenville says "the schools are growing better and Greenville is growing with them."

The Board of Education of Greenville consists of nine members (as of now all white) elected on a staggered basis for two-year terms which meets once a month and has work sessions every week. A motion to increase the size of this elected body was defeated, thus making the likelihood of a black member being elected in the near future very small. In this instance blacks in the community feel that "whites are dragging their feet" and not sharing control of the schools.

School Desegregation

The freedom of choice program began in 1964 and was discarded February, 1970 under the court order to achieve an 80/20 pupil and teacher ratio, white to black. Serious incidents were avoided in that school year due to extensive efforts by the district School Board, Mayor, clergy, Chamber of Commerce, and Citizens Committee.

On March 31, 1969, the School District of Greenville County was one of 21 school districts to receive the following court order: (taken from Volume 1, Number 9 of Communique published by the School District of Greenville County)

> "IT IS HEREBY ORDERED, That all defendant school districts shall promptly submit to the Office of Education, H. E. W., their existing method of operation, along with any changes proposed by them under the order of this Court issued September 13, 1968, and shall seek within 30 days, to develop, in conjunction with the experts of such Office, an acceptable plan of operation, conformable to the constitutional rights of the plaintiffs in these actions, and consonant in timing and method with the practical and administrative problems faced by the particular district. If such plan can be agreed upon by the defendant school district and H. E. W. within the time fixed, the Court will approve such plan, unless the plaintiffs within ten days make proper showing that the plan does not meet constitutional standards. Should the defendant school district be operating under a plan of desegregation approved by H. E. W. for future operation of the school district, such plan shall be adopted as the decree of this Court, absent some special showing of constitutional informity therein. If no such agreed plan is developed within 30 days, H. E. W. is requested

> to submit promptly its recommendations of an acceptable plan for the school district in question and, absent some special showing by the parties to these actions, the Court shall proceed without further hearings to enter its decree, after due consideration of the proposed plan submitted by the defendant school district, the proposal of the plaintiffs, and the plan submitted by H. E. W."

On April 8th, upon recommendation of the Superintendent, the Board of Trustees agreed to request that a team of consultants from The Atlanta Regional Office of Education come to Greenville to survey the School District and to make recommendations that would enable them to formulate an acceptable plan of school desegregation.

The consultant team under the leadership of Dr. John Lovegrove, worked within the District for a month studying every aspect of the School District's operation. As the end of the thirty-day period came to a close, it became evident that an acceptable plan could not be developed by the deadline. Therefore, an extension of time was requested. On April 29th, Dr. Anderson was notified by Mr. E. P. Riley, Attorney for the School District, that a thirty-day extension had been granted.

After much discussion and little actual progress the matter was finally resolved in February 1970, in the courts. The final desegregation plan called for an equalization of the black-white ratio throughout the county excepting special faculty members. The ratio will be approximately 80 percent white and 20 percent black in clusters of schools representing zones within the district; teachers and students will follow the same ratio. The only exceptions allowed would be because of hardships not based on race.

ESAP Project Summary

ESAP funds were used to develop and expand programs in the areas of school-community relations, additional training and materials for teachers in both elementary and high schools, services to dropouts, transportation to the computer-drawn areas, and development of the middle school concept. This selection of programs was made because tension over the unitary system and busing ran high. It was felt that these ESAP areas were of primary importance in order to maintain good relations between the schools and the community at large.

Overall project goals include the development of a quality education program best suited to each individual student and the preparation and training of teachers, administrators, and students to work with each other harmoniously in a multi-racial setting. The theme of bringing people together and of promoting understanding of others (especially other races) appeared repeatedly in interviews with school officials of both races. The activities are summarized in Table K-2, ESAP Budget Summary.

Table K-2

ESAP BUDGET SUMMARY

RMC Activity Category	LEA Activity	Budget	Purpose
Personal Community Activities	Ombudsmen	$ 31,935	Reduction of tensions in the schools and community through communication
Counseling	Guidance Counseling	31,076	Stimulation of cooperation and understanding between the races through use of black counselors
Ethnic Classes and Materials	Secondary Materials Center	67,616	Enhancement of resource materials relating to blacks
	Interactions Program	6,336	Basically a program in grades 1-4 to increase awareness of other races through multi-ethnic material
Non-Ethnic Classes and Materials	Expansion of Art Program	28,977	Establishment of a relaxed atmosphere to allow blacks and whites to be comfortable together
	Secondary School Extension Centers	132,851	Attempt to remedy problems of drop-outs by giving them a chance to complete school
Teacher Training	Inservice Training	17,581	Utilization of Glasser techniques to promote understanding
	Development of Middle Schools	6,892	Study of feasibility of creation of the middle school techniques in Greenville County.
	Human Relations	9,065	Development of attitudinal change in teachers through sensitivity and awareness training
Administrative Personnel	Additional Administrative and Clerical Personnel	24,341	To ease the greater load of paper work and aid human relations
Busing	Transportation Routes	3,326	Location of all pupils and planning for transportation by bus.
Total		$359,998	

Bi-Racial Advisory Committee

The Mayor of Greenville named a 16 man bi-racial committee, which was adopted in total as the ESAP committee. The committee has met only twice and has no power, except through the Mayor and/or Board of Education. Members of the committee and their affiliations are given in Table K-3.

Table K-3

BI-RACIAL ESAP ADVISORY COMMITTEE

Name	Affiliation
Dr. W. E. Gibson, Chairman	Chamber of Commerce
Douglas A. Smith	Rotary Club
Walter Clark	Chamber of Commerce
Fred D. Garrett	NAACP
Dr. James Gaines	President Greenville Dental Society
Rev. David Francis	NAACP
Horace Butler	Housing Foundation Committee
Hah Zorn	Mayor's Human Relations Committee
Rev. N. J. Brockman	Voter Registration Project
Rev. J. W. Henderson	City Executive Committee of Democrats
T. W. Mitchell	Greenville Urban League
Monty Dupuy	Greenville Zoo Committee
Wayne Wuestenberg	Rotary Club
Mrs. H. M. Rubin, Jr.	American Assoc. University Women
Mrs. Mary Thompson	Pres. Neighborhood Improvement Committee
Rev. Cooper Patrick	Civitan Club

ESAP ACTIVITIES

Because of a generally tense climate in the community and the enforced busing and mixing of students, the district sought to establish several activities as focal points for action on the problems of busing the students into a cohesive school community. The activities on which it concentrated its efforts are described below.

Ombudsmen

Context and Activity Design

As originally planned, the ombudsmen were hired to improve communication between the school and community and to further human relations and understanding among the students, faculty, and administration. The staff included two full-time ombudsmen; one black, Mr. Crosby; one white, Mr. Strange; and one part-time ombudsmen, a white college student, Mr. Williams.

This was a totally new program that envisioned the ombudsmen as the eyes and ears of the superintendent. They were to help the principals without undermining the confidence of students in the ombudsmen.

Activity Process and Outputs

The ombudsmen were carefully selected from within the community. They are persons who, according to Superintendent Hall, "have the knowledge of the feelings and concerns of the black and white communities in order that problems, questions, and incidents relative to desegregation can be evaluated accurately and presented to the School Superintendent for timely analysis and personal response." These representatives address local groups and organizations for the purpose of keeping the public fully and accurately informed.

In times of crisis the ombudsmen meet with students' groups and with parents of both races to stop rumors, build trust, and bring the community together.

During periods of relative quiet (more frequent and of longer duration toward the end of the school year) the Ombudsmen routinely move from school to school and meet with students, dealing with any complaints and problems before they become major troubles.

The full-time Ombudsmen were chosen more for their ability to be accepted by all segments of the population than for any formal training or special experience. Both are from the Greenville area, both were football players in school and both are big, appealing, dynamic men. These were big assets in establishing an initial relationship with students, parents, and the community groups--a relationship that the ombudsmen were careful to expand and strengthen in the ensuing months. The men meet once a week with the superintendent to discuss problems and look for solutions.

Early fears by members of the Black community that the ombudsmen might "be used to inform the white establishment of the activities of the blacks" and "use their special knowledge to enforce the white's viewpoint" were dispelled. As Dr. Gibson, a black community leader, said "they are invaluable--I only wish there could be more next year."

Guidance Counseling

Context and Activity Design

One goal of improved guidance counseling was to increase the number of black counselors--18 of 27 secondary schools have none. Black students needed someone with whom to identify. It was hoped to expand the guidance program through encouragement of self-referrals and improved relationships, thus lowering the drop-out rate.

It was felt that five new counselors and one para-professional were needed in the program to help in attendance problems and course selection, to identify potential trouble spots, to conduct conferences with students and parents, and to help students relate to teachers.

Activity Process and Outputs

The required personnel were hired as planned. The black guidance counselors were placed in the schools as a regular part of the counseling staff and were not set aside as counselors dealing only with black students. In fact, three of the black counselors commented that they deal with a larger number of white children than black because there are more whites in the school.

As one counselor put it, "the students of both races have accepted the (black counselor) program. They view us as a single staff, regardless of color." There is a special ability to reach some black children, however. As another black counselor said, "there is a special level of trust we can call upon that allows us to counsel some black students that might otherwise be unreachable."

The original budget request for 18 black counselors was cut the current level, thus prompting one black counselor to say, "The budget was not adequate for all 18 schools, so 13 schools did without this service. Also, none of the counselors were certified in South Carolina, nor were they given in-service training." However, several "are taking courses and are well on the way to being certified," according to the Assistant Superintendent of Public Instruction.

The activity affected five schools with 1,000 minority and 3,000 non-minority students.

Secondary Materials Center

This was designed to provide supplementary books to teachers and pupils to enhance programs dealing with interaction of whites and blacks.

These are the objectives of the program: To raise achievement test scores in social studies, mathematics, science, language arts, and special education; to create positive student attitudes toward learning; to provide resources for innovative teaching methods; to make materials easily accessible; and to improve student self-concept.

As explained by a black teacher, "in most currently used textbooks, there is little recognition of the contributions of blacks to our culture. This factor, along with the lack of experiences which provide success in learning, damage the student's self-image and create a negative attitude toward school. With the complete lack of materials for the disadvantaged, the dependency upon a single textbook, and a minimum supply of media, the teacher's attempt to introduce innovative instruction appropriate to various levels of achievement has been completely stifled."

This activity supplies a wide variety of multi-level, multi-ethnic materials to meet the needs in desegregated schools which have a wide divergence in student attitudes, interest, abilities, and skills.

Since it was impossible, given the money available, to place in each school the wealth of supplementary materials needed, a centralized depository was established so that teachers could choose materials to meet the individual needs of students. The program served 27 schools, 5,125 minority students, and 19,352 non-minority students. Problems, according to the librarian, include unfamiliarity with the system and lost books.

Criticism of the program came from a prominent member of the black community, who said, "while the materials center is basically a good idea, I feel that the human problems shoud be dealt with as the top priority; in this case, the schools should have increased the community program (ombudsmen) and waited to get the materials."

Interactions Programs

Following the guidelines for integration, the interaction program (using ESAP funds) purchased multi-ethnic materials to expose children in grades 1-4 to materials that show each child's individual worth.

A black teacher described the materials as being "designed to encourage children to discuss and to see how man in different societies and varying ethnic groups interacts with his society, environment, resources, and history."

These materials are used as supplementary to existing social studies materials in grades 1-4. The activity affects 58 schools with 4,518 minority students and 15,667 non-minority students.

Extension of the Art Program

Context and Activity Design

This program was chosen so that strains caused by integration might be eased by relaxation of anxieties through creative outlets. Many schools and teachers were not prepared to teach art, so new methods of teaching and learning were instituted. Goals included making the schools attractive to the pupils and the provision of a medium for self-expression. The curriculum was designed to increase awareness of art materials, build vocabulary, and provide enjoyment of a creative outlet in which talented youngsters could stand out even when they were academically underachieving.

Activity Process

Five specialists are shared by the 14 schools. They plan lessons in series of four. The specialist teaches lesson No. 1 in each classroom of her assigned school. She trains the regular teacher to follow up with the next three lessons, which are sequentially designed by the specialist. The specialist returns for lesson No. 5 and repeats the process. Every classroom will receive four visits by the specialists during the year. In the program are 14 schools with 1,051 minority students and 3,163 non-minority students.

Problems encountered included having to submit further plans to utilize left-over money for typists and typing equipment; and trying to find a black teacher. Administrators couldn't find one black art major in the entire system. Problems were discussed in weekly planning sessions.

Outputs

Involved school personnel feel that, through this program, children have been afforded an enjoyable learning experience with no fear of failure, and that they have gained in vocabulary as well as having acquired experience with a variety of techniques and media and an interaction to esthetic concepts. The following are cited as evidence of progress in the program.

- Much more art is being produced and displayed.
- Art has become a reason for being at school.
- Schools have augmented their art supplies.

- Some art projects have been applied to other subjects.
- Some teachers have experimented further.
- Pupils show much enthusiasm for the next lesson.
- Pupils are becoming more aware and observant of art produced by others.

Secondary School Extension Centers

Context and Activity Design

In order to reduce the high drop-out rate and encourage those who were already drop-outs to return to school, a totally new program was established at three school centers. The schools were opened in the evenings to offer an opportunity for learning to the drop-outs and to either bring them back into the regular school system or allow them to reach the high school graduate level in the evenings.

Activity Process

Each center has a director, a social worker, four classroom teachers, a reading teacher, and a counselor. Two centers have a black majority, one is attended mainly by whites. The three centers operate an after-school program from 4:00 p.m. to 8:30 p.m. Students are permitted to take up to four hours of courses with credit given if the requirements are met. Local media gave the centers adequate publicity and interest was high at the start. Attendance has settled to a consistent level (about 200 enrolles, approximately 50 percent black) slightly below the anticipated level of 300 to 400. It is felt that transportation assistance (see difficulties discussed below) could be a definite help in bringing students to the center. The administration is considering additonal locations to ease the transportation problems.

Outputs

Some students' comments as follows:

- "We really came out with all the best teachers from all the schools."
- "We have such a great teaching staff. . . They're real patient and helpful and I think I'll make my grades this time."
- "(I like) the freedom to express yourself in class and the more relaxed classroom policy."
- "I like everything about it. It just don't last long enough. . . with the smaller classes you get a real chance to learn."

- "This school is really success-oriented and permits a student to have some freedom of expression."
- "If you came to this school you ought to care. I resent those who don't seem to care."

Both students and school personnel feel that this activity has a mighty valuable effect.

One counselor-teacher in the program, according to a newspaper article,[1] reports that the main counseling problems are in the areas of tardiness and regular attendance "but that is nearly ended now . . . these youngsters have missed so much already that we must see that they are here. We keep good records on absences and tardiness. We've had only one serious discplinary problem in six weeks and no racial problems . . . I think a lot of them realize it's their last chance. If they can make it here they go back to regular classes."

In-Service Training (Glasser Techniques)

Context and Activity Design

Court-enforced desegregation placed many black and white children together for the first time. It was felt by school officials that both cultural differences and gaps in academic achievement would lead to confusion and uncertainty on the part of students with resultant self-doubt and academic decline. Techniques outlined in Schools Without Failure, by Dr. William Glasser, seemed to offer some solution of this problem.

The so-called "Glasser Techniques" are teaching methods by which classes are conducted without giving any failing grades. All students are presumed to be enhancing their self-image by getting credit for any progress, however small. It was hoped that by using Glasser techniques, the threat of failure would be reduced, people who live in two different cultures would interact, success would be stressed, "thinking" taught. It was the intent of the activity to instruct the teachers in how to use the techniques and how to evaluate the success of their use. The sixth grade was selected as the best place to introduce these techniques because the curriculum at this level lends itself to the non-failure grading (e.g., art, physical education, and other non-college entrance credit courses) and the students appeared to be most in need of special help to build their confidence and interest.

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[1] Lucille B. Green, "No Evident Lack of Motiavation Seen Through Secondary School Extension Students," The Greenville News, Sunday, February 28, 1971, p. 1-D.

Activity Process and Outputs

The original proposal was carried out, with the exception that funds were cut from $25,450 to $17,582. Over a period of three months thirty meetings were held including twelve seminars for teachers to listen to Glasser tapes, and to analyze teacher problems. Class meetings were of three types: discussion of objectives; diagnosis of problems; and problem-solving. Dr. Glasser lectured teachers in the use of the procedures he developed; much consulting help was furnished by Dr. Glasser's staff. The staff led meetings and one teacher per school led seminar groups. The program proceeded on schedule as planned except for a reduction in the number of persons involved. Two hundred-eighty teachers and 8,400 children were affected. Problems according to one teacher included shortage of money which reduced the number of people involved, thereby causing fewer pupils to be reached.

Response by the participants to the program was enthusiastic and included such comments as "it was very worthwhile" and "I hope it is offered again next year--many of my colleagues would gladly pay their own tuition."

Reaction from the community indicated that it is not widely known that this program is in effect, although general approval of the process was expressed. A typical comment was "this is the type of program we needed--a human related one."

Development of Middle Schools

Investigation was made of the middle school program to see if it could be used in South Carolina. The middle school comprises graded 6, 7, and 8 as opposed to junior high schools that include the 9th grade, which is the beginning of a structured college preparatory activity. The purpose of establishing this kind of school is to individualize instruction in these grades and to provide remedial help.

The main object of the activity was to have a team visit, observe, and analyze the middle schools in operation in various New York and Pennsylvania school systems. This was to lead to a plan for implementation in Greenville.

The program would affect four principals and selected teachers. Plans for the middle school, however, may fail due to skepticism about its value, according to one principal involved.

Human Relations Institute

Context and Activity Design

It was felt that a change in attitudes toward one another was needed on the part of both black and white teachers. To that end the Human Relations Institute was established. The following objectives were developed by the school system:

(1) To increase the participants awareness of human relations concepts and issues, especially as they relate to black/white relationships.

(2) To increase the participants concern about human relations concepts and issues, especially as they relate to black/white relationships.

(3) To increase the participants ability to communicate within black/white relationships.

(4) To generate within the participants a commitment to become catalysts for human relations improvement in their local school especially as they relate to black/white relationships.

Activity Process

At the request of Miss Helen Dickson, Chairman, Human Relations Institute, Mr. John Lawton and Dr. Howard Lamb, Associates, NTL Institute of the Network of Applied Behavioral Scientists, accepted an assignment to conduct a three part Human Relations Workshop for two teachers from each secondary school (a Black and white teacher team) in the Greenville County School System. The training sessions were attended by teachers paid under ESAP and others who were funded from other sources. Each teacher was to go back to his school to help spread the skills learned to other teachers and to the 5,125 minority and 19,532 non-minority students. In all three training sessions were held, two in the fall and one at mid-year. Sensitivity exercises were conducted with the more than fifty teachers present to, according to a consultant's report, "provide a supportive climate for learning in a highly emotional area and to allay any anxieties participants might have about the workshop . . . " Further exercises included the diagnosis and analysis of race relations problems within the participants' own schools, reviewing of the material thus covered with principals and the Bi-Racial Advisory Committee, participation in simulated conflict exercises to develop insight in that regard, and learning of a set of ten interaction exercises for use among themselves and with teachers.

Outputs

Some comments by participants in the sessions are as follows:

- "I didn't realize how identical our values are;"
- "After a while I could predict what the other person was going to say about himself, I became to know him so well;"
- "Although we've taught together for several years, I really didn't know my partner as well as I do now."

Attitude tests were given the teachers and an anecdotal self-evaluation was written by each. Results show large increases in tolerance and a general improvement in attitudes. Consultants to the activity conclude the following:

> "A final informal evaluation section pointed up the fact that participants in the workshop had received both a personal and professional increase in their knowledge of human relations training and expressed their thanks and appreciation to the trainers and to Miss Dickson for their efforts in the workshop."

Additional Administrative and Clerical Personnel

There were not enough personnel to handle the large additional amount of program planning and administration that ESAP created and at the same time strengthen human relations and understanding within the district personnel department. Four new employees were added: a Director of Research and Evaluation; an Assistant Director of Personnel (minority group); a secretary for the Director's office and a bookkeeper for accounting, record keeping, and preparation of reports. (See budget data in Table K-2.)

Transportation Routes

Court ordered cross-busing posed large scheduling and pupil transportation problems,which included pupil location and scheduling transportation where and when it was needed. Goals to be achieved included establishing bus locations by trial and error during the 1970-71 school year and to computerizing the system later in 1971. Large wall-size maps were used to pinpoint the location of each student. Questionnaires were sent to each students' home; these were returned to the schools with the exact address of each student. These were noted on the maps manually. The pertinent information was used to build a computerized data bank for all students. ESAP funds were used only to provide ADP consultants to automate the scheduling. Busing affected 100 schools with 6,600 minority and 25,500 non-minority students.

CONCLUSIONS

Ombudsmen

This program was a success and provided a positive contribution to a harmonious desegregation process. Spokesmen for both black and white communities were aware of (and enthusiastically approved of) the ombudsmen. Furthermore, both races agreed that "there should be several more of them" so that they could spend more time in the schools and community when no crisis exists. At present, they are kept very busy dealing with potential trouble areas. Therefore, it appears more are needed.

Guidance Counseling

The placement of five black counselors and one black para-professional in the schools has had a number of good results. There have been fewer serious incidents at those schools with black counselors than at those without; there has been a perceived gain in harmony in interracial activities (as one black counselor expressed it, "just having a black figure to identify with helps a number of the insecure youngsters"); finally there has been a positive payoff in the faculties which include black counselors because of the appreciation of the teachers of the contributions made by the counselors.

All is not perfection, of course. There are still problems such as these:

- Most black counselors are not certified. (Most are taking courses to this end, however, and should be certified in the near future.)
- There are still 13 schools without black professionals on the counseling staff.

It would be fair to say that the black counselor program is quite successful in accomplishing the goals of "bringing the black and white student together" in a setting amenable to quality education.

Secondary Materials Center

The concept of a centrally located, easily accessible source of multi-ethnic books and teaching aides has definite promise in providing quality individualized instruction. However, in practive in Greenville County, certain obstacles remain to overcome:

- The availability of materials is not known by some teachers. They do not plan for the use of the materials because they are not aware of what will be available or when.
- Some teachers do not know how to use the materials.
- The Secondary Materials Center is rather difficult to locate. This makes going there and "browsing" hard for the teacher to do.

Interaction Program

This program was quite similar to the Secondary Materials Center, except that in this case the materials were intended for use by grades one through four for students with varied reading backgrounds and abilities and no central repository was established. Instead, the books and materials were distributed to various elementary teaching areas.

A critique of this program must certainly state one of the same problems that was present in the Materials Center: the teachers were not given full training in how to use the materials most effectively. Reaction from the black community was the same as the reaction to the Materials Center--"the money wasn't badly spent but could have been better used in an expanded community program."

Expanded Art Program

This program was designed to form an arena where all students could perform without failure (see also Section on Glasser Techniques) and both races could interact freely and learn more about each other. This contact it was felt could raise the levels of mutual respect. It is difficult to place a value on the educational contribution of this program, other than to say it certainly promoted harmony and thus indirectly helped other classroom situations become more relaxed and normal. This activity achieved its stated goals and objectives successfully.

Secondary School Extensions Centers

There was felt that there was a definite need for a formal educational program which is apart from the normal day school program for the potential drop-out and the drop-out. This activity was offered in the late afternoon and evenings because many of the drop-outs were working at a part-time or full-time job.

Currently this program is barely meeting the minimum needs of the community. Complaints from low-income families center on the difficulty of getting to and from the Centers. There is little mass transportation available and that which does exist is too expensive for the poor. In addition, the black community is suspicious that white school officials will use the centers to get rid of "problem" children. To quote a black member of the Bi-Racial Advisory Committee, "I haven't seen any evidence of it yet, but I am sure the possibility exists."

Observation shows that student enrollment and attendance is nearly 50-50 (approximately the same number from each race), which corresponds closely to the drop-out rate over the last three years. However, the school district still must overcome two obvious problems:

- Provide free transportation for all students.
- Keep the community aware of progress so that rumors are stopped before they become detrimental to the program.

When these problems are solved, this program can become one of the keys to lowering the drop-out rate and help provide a quality education to all students.

In-Service Training (Glasser Techniques)

Dr. Glasser's concept of helping students to perform more competently in school by enhancing their self-esteem through failure-free course structures is well known in educational circles. It is not accepted without reservation as a solution to individual educational needs. However, given the tension and uncertainty among students of this district, the school administration felt that the approach was vital to the development of an effective unitary school system.

Although the quantitative contribution of this activity is not readily evident yet, it appears to be making a positive contribution to desegregation progress in Greenville County.

Development of Middle Schools

Of all the ESAP activities in Greenville, the establishing of a middle school is probably the most controversial. There is disagreement as to whether the activity will be as valuable as claimed, and general lack of support has reduced the number of schools willing to try this innovation next year from three to one. At this point it is impossible to conclude that this activity has been successful.

Human Relations Institute

This institute effort was essentially a series of sensitivity training sessions (although great care was taken not to label it that way). The participants, one black and one white representative from each of the 27 participating schools, were expected to carry their knowledge back to their schools.

Evaluation of the program should center on these observations:

- It is unlikely that people, however changed or improved their attitudes, will be able to effectively pass on this type of training and information to others.
- Only 27 of the 100 schools were involved.
- A pre- and post-program attitudinal study indicated positive changes in attitudes were being accomplished.
- Judging from the response to the program, an expanded institute can be readily developed in the future.

Again most of the community was unaware of this program, but as with the Glasser techniques generally approved of the goals and objectives. Thus, this activity is deemed to have been very successful in view of dollar constraints.

Redevelopment of Transportation Routes

The efforts this school year to locate the homes of bus-riding children and to prepare for computerized scheduling of buses has been almost completed successfully with very little ESAP money. Next year the county school district plans to complete the job with its own funds.

Administration and Clerical Personnel

The addition of needed clerical and administrative personnel was routine with the exception of the Assistant Director of Personnel. Mr. Tom Kern was selected because he is an extremely qualified black administrator and, for the first time, the school district has the capability of hiring qualified minority personnel. Furthermore, Mr. Kern's dealings with whites has helped bring the school administration closer together.

General

Inasmuch as preparation was necessarily hurried, the programs were implemented quite well, done, and presented honestly. Several were decidedly innovative: the ombudsmen, the Human Relations Institute, the School Extensions Centers, and use of the Glasser techniques.

It was felt by most that a forthright effort was being made in Greenville County toward an honest solution to the problems. Teachers are making an effort to understand and help the black students and through this effort are helping white students as well as themselves. Teachers are using circular rather than linear discussion groups. Students are loosening up, using the library more and are generally enjoying learning. The ESAP program has generated a great deal of cooperation between whites and blacks in an attempt to solve problems and address grievances. Desegregation is being served because individual work is being stressed and achievement is on a personal level in the ESAP program.

In conclusion, there is evidence that positive attitudinal changes are being produced in those persons directly affected by the ESAP programs. Blacks and whites are indeed beginning to "get together" in the public school, and the schools are improving as a result. There remains some skepticism in the black community toward the actions of the predominantly white school administration and School Board; there is also a "wait and see" attitude among some whites. However, the change during this school year from an atmosphere of tension to one of cautious optimism leads one to the conclusion that the unitary system can work in Greenville County and, given a total commitment of time, money, and talent by all concerned next year, it will be successful.

RECOMMENDATIONS

- The district should give serious consideration to expanding the ombudsmen program if resources permit. The outstanding acceptance of the ombudsmen by both black and white communities indicates that this can be a key to making the unitary system work.
- In view of the success of the ombudsmen in Greenville, other LEA's should review their situation to determine if this approach can contribute to their programs.
- The district should allow the adult Bi-Racial Advisory Committee greater latitude. More frequent meetings on ESAP progress, and briefings by school officials are two possible approaches.
- The School Board should continue to undertake activities that will alleviate the feelings of "exclusion from the power structure," which still exists in some portions of the black community. The mere fact that the real concern of School Board members for all children in this district would be seen and recognized might materially aid racial harmony.
- The number of black counselors should be increased to 18 if resources permit so that all target schools would have one. This was the original number requested which was reduced to 5 when the initial ESAP application was rejected.
- Teachers should be carefully trained in the selection and use of the new multi-ethnic materials.
- The Glasser techniques program should be considered by other LEAs as a tool for improving education while enhancing the child's self-image.
- The Human Relations Institute work should be continued; it would be improved materially if more funds were available so that many more teachers could be involved.
- The district should consider a kindergarten program involving the very poor, culturally deprived children (black and white) to help them begin school better prepared to keep up with other students.

APPENDIX L

CASE HISTORY OF ESAP IN HARRISBURG, PENNSYLVANIA

Principal Investigator:	Norbert S. Sinclair Mark Battle Associates
Other Participating Staff:	Van Ivey RMC, Inc.

HARRISBURG, PENNSYLVANIA

BACKGROUND

Community Description

Harrisburg, capital city of Pennsylvania and seat of Dauphin County, lies on the east bank of the Susquehanna River, 101 miles west north west of Philadelphia.

The population was 65,828 in 1970; 79,697 in 1960; 89,544 in 1950; and 83,893 in 1940. Ringed by independent boroughs and townships, Harrisburg was unable to expand its boundaries, and the central city lost population. The trend toward suburban living was aggravated in Harrisburg by slum clearance and public works projects that reduced housing in once thickly settled downtown sections. A truer picture of the community's growth is reflected in the figures for the standard metropolitan statistical area (Dauphin and Cumberland counties) which had a population of 345,071 in 1960; 292,241 in 1950; and 252,219 in 1940. Harrisburg is a melting pot for a variety of ethnic groups. The white population consists of people of German, English, Jewish, Italian and Slavic extraction and embraces approximately 66 percent of the total population with the remaining 34 percent of the population being black.

Located at the head of the Cumberland and Lebanon valleys and the site of one of the best fords on the Susquehanna River, the Harrisburg area has been a communications crossroads since Indian times.

With the removal of the state capital to Harrisburg in 1812, it became a political and governmental center as well as the hub for interior transportation. Harrisburg's role as a governmental and communications center made it the first major objective of the Confederate army when Gen. Robert E. Lee invaded Pennsylvania in 1863.

In the period after the Civil War, Harrisburg continued to be an important transportation center and also enjoyed growing industrial development. Civic planning and improvement kept pace with 20th century progress; and by mid-20th century the city had become the metropolis for an expanding group of industrial and residential suburbs.

Harrisburg has a diversified economy based on manufacturing, transportation, wholesale and retail trade and government activities. The leading types of manufacture are steel and steel products, food products, airplane parts, clothing and shoes. Both the Reading and the Pennsylvania railroads maintain large freight classification yards in Harrisburg.

Cultural facilities in the Harrisburg area are excellent and include a symphony orchestra, a community theater, an art association, a historical society, and the state library. Parks, golf courses and other recreational facilities are numerous in Harrisburg and vicinity. An outstanding scenic attraction is the five-mile long parkway along the Susquehanna.

There are 17 schools in the Harrisburg school district with a total of 601 teachers. There are 469 white teachers, 131 black and 1 oriental teacher. Of 53 administrators in the district, 36 are white and 17 are black. The Harrisburg school district consists of 58 percent black and 42 percent white students with a total school population of 12,484.

During the 1969-70 school year, 75 students dropped out of school because of age, 53 dropped out because they were issued general labor certificates. 10 were issued domestic permits and 4 were committed to correctional institutions. As of April 8, 1971, 73 students dropped out of school because of age, 33 dropped out because they were issued general labor certificates, 1 was issued a domestic permit and 5 were committed to correctional institutions.

The average per pupil expenditure for the Harrisburg City School District is slightly over $1,000 per year. The total budget for the 1969-70 school year was $12,949,208 while the budget for 1970-71 was estimated at $14,482,127. This represents an increase of approximately 1.5 million dollars. It is estimated that the schools will be running at a deficit of about 2.6 million dollars for the next school year. The problem is serious and to cope with the situation, "closed door" discussions have been taking place. A bond issue has been proposed; however, this is a very touchy situation that must be delicately handled and presented to the populace at the proper time. At this time, it seems that this would be the only way out.

Social, Political, and Racial Context

Last spring, Harrisburg, Pennsylvania made news when Senator John Stennis of Mississippi named it an example of school segregation, Northern style. True, for years the only thing Harrisburg school officials could stir up was an angry citizenry; every integration plan submitted to the State Board of Education was rejected. Yet, since last fall, Harrisburg schools have been operating under one of the nation's most radical integration plans--programmed by computer.

The plan, developed by the Center for Urban Education, a non-profit education laboratory, first restructured the school system. Now children begin school at a pre-kindergarten age and attend one of two Early Childhood Centers until the second grade. Students in grades three through six travel to eight grammar schools all located near one another. Another school serves the seventh and eighth grades, and the two high schools now offer specialized programs; one is science-oriented, the other stresses liberal arts. The computer digested the new structure and then assigned students to ensure a mix in race, sex, intellectual achievement, and financial background in each school. With this computer schedule, only 30 percent of all students are bussed--about the same number as before.

How well does the plan work? After ten months most people in Harrisburg seemed pleased. One local newspaper headlined, "Sharp Drop in 'Trouble' at City Schools Noted"--which in formerly troubled Harrisburg is considered a good start.

Harrisburg has a history that is strongly controlled by a deep seated concept of turf. Though there are many communities in reality, the city divides itself into an "Uptown" section and a "Hill" section. "Uptown" has the stigma of poverty, crime, violence and heavy percentage of blacks. "Hill" is thought to be peaceful, affluent and has been predominantly white.

Oddly enough, the boundaries used by the School District as it separated the students for William Penn High School and Camp Curtin Junior High "Uptown" from John Harris High and Edison High "Hill" are essentially the same as those that divide the two turfs. This served to further reinforce the sectionalism.

Further, there were annual football games (The Turkey Day Classic) played on Thanksgiving Day. This game always involved the two high schools and the rivalry was always at a high pitch.

With the school reorganization plan the Middle School was to house all seventh (7th) and eighth (8th) graders of the city. This meant bringing "Uptown" and "Hill" younsters together in one building. The old Edison building was used because of its size, thus causing the location to be something less than neutral. "Uptown" students had to meet "Hill" students on the "Hill" student's turf.

Early in the school year it could be observed that there was tension between the two groups since many "Uptown" students felt that they had to carve a place for themselves in their new school environment which is on enemy turf. Let it not be overlooked that the emotionalism of the "Black Awareness Movement" allowed for an atmosphere where black younsters felt the "need" to be pushy with their fellow white students. Thus, much punching, pushing and name calling could be observed. Much of this was "Uptown" aggression directed toward "Hill" students and more specifically black toward white.

School Desegregation

Desegregation in Harrisburg is the result of pressure that has been brought to bear throughout the entire state by the State Human Relations Commission. The Commission has no judicial power but exerts tremendous influence upon the human relations activities of all civic, educational, economic, political, etc., groups within the state.

The Harrisburg City School District has adopted a two-part desegregation plan. The first part was put into effect as of September 1970. The second part of the plan will be implemented between 1971 and 1974. ESAP funds have not been used to finance the reorganization. However, program components that deal with a unitary system that have resulted from the reorganization are being ESAP funded. These programs are described in subsequent sections of this study. The number of students being reassigned under the desegregation plan is 6,000. Part one of the plan is as follows:

- Two Early Childhood Centers, to include four grades--pre-kindergarten through second grade. One Center will use Riverside, Camp Curtin and Cameron; the other will use Foose, Shimmell and Lincoln.
- Eight elementary schools, generally clustered together, to include children in grades three through six. These schools are Marshall, Downey, Steele, Hamilton, Melrose, Boas, Woodward, and Benjamin Franklin.
- One intermediate school for grades seven and eight at Webster and Edison.
- Two comprehensive four-year high schools are William Penn and John Harris.
- Provision for special education at Hamilton, Cameron, Benjamin Franklin, Boas, Downey, and Melrose, and for emotionally disturbed and brain damaged children at St. Paul's Church, William Penn and John Harris for secondary students.

The objectives for Part Two of the desegregation plan are:

- Construction of a unified Education Plaza for grades six through eight by 1974.
- Utilization of the Edison plant as an elementary school by 1974, and the elimination of Webster and Hamilton plants.
- Creation of a science focus in the William Penn High School program and a liberal arts and humanities focus in John Harris, both by 1971.

- Development of a further educational sequence between William Penn High School and the Harrisburg Community College by 1974. Twelfth graders at William Penn could take some courses at the College, perhaps for advanced placement credit.

The plan is designed to achieve a number of important goals: educational excellence, racial balance, equity, stability, and economy.

By bringing together children from pre-kindergarten through second grade in special centers, the Harrisburg school system will develop a program of enriched early childhood education for all children. The Centers will incorporate Headstart gains into a continuing program, and all children will be able to reach the schools accommodating grades three through six at about the same academic and developmental level. There will thus be less need for later compensatory programs. Because they each have a large number of children, the Centers can economically offer a wide variety of special programs and special teachers to teach them. Children will also share facilities that individual neighborhood schools could not afford. Not only gyms and playgrounds, but also psychological services, science equipment, programmed reading materials, and diagnostic resources will be equally available to all children and will provide more opportunities for individual instruction and program than individual schools could manage.

The elementary schools (grades three through six) will also be better able to meet the needs of a special age group. The Downey School will retain IPI, and all schools will be able to implement more effective and more imaginative programs, such as IPI (Individually Prescribed Instruction).

The intermediate school for grades seven and eight, and later the Educational Plaza for grades six through eight, which is planned for 1974, will make possible an intermediate school geared to the special psychological and educational needs of 11 to 14-year olds. No longer a "junior" high school, the intermediate school will give more individual attention to each child and recruit more specially trained teachers, not secondary school teachers waiting for "promotions" to the senior high. Educational innovations such as team teaching and flexible scheduling will help provide a program specially designed for children of this age. The Educational Plaza for all intermediate school children, planned for 1974, will include arrangements for better coordination of curriculum and continuity of program by offering facilities, equipment, and services to be shared. Because of the large number of children, more special programs and special teachers will be possible.

To ensure equal access to excellence for all, every public school in Harrisburg will reflect in its student population and teaching staff the racial and socio-economic composition characteristic of the public school system as a whole. Children will be assigned to schools through a computer program. Racial balance, however, is not only a matter of equal access to good education; it is also better teaching, a prime component of good education. Schools and classrooms will be made up of black and white, rich and poor, quick students and slow ones. Educators believe that learning depends not only on libraries and laboratories but also on getting to know students of different races, cultural groups, economic backgrounds, and levels of achievement. The number and variety of teachers and children in the Early Childhood Education Centers and in the Educational Plaza will make it possible to group children heterogeneously, on the basis of social and emotional interactions as well as on the more arbitrary basis of age.

The plan is specifically formulated so that no racial group will have to transport more children than any other group. Each group will be subject to transportation equally since the computer program will assign each child at random on the basis of race, socio-economic status, and academic achievement in order to achieve completely mixed schools and classrooms. The same instructional programs will be available to everyone. (The only exception is the IPI program to be retained in Downey.)

Each Early Childhood Center will make its facilities available to every child in the Center. Services will be better distributed since specialists need not move from school to school among different neighborhoods but can give each child the same time and expertise. Seventh and eighth grades in both Edison and Webster will use the good facilities at Edison. As new construction is completed, sixth graders will join seventh and eighth grades in an Educational Plaza where common facilities and services are available to all.

The method of assigning students to each school will allow for adjustment of ratios each year to coincide with total population ratios. Since students are not assigned by District, housing patterns or population movements will not affect the distribution of school children. As population changes over the years, the board will be able to maintain the student ratios without changing the basic school plan. By 1974, the construction of a unified Educational Plaza for grades six through eight will bring together all children of these age groups in one place, encouraging better coordination of program and maintaining a relatively stable student group.

An article which appeared in the Harrisburg Evening News on May 10 and 11 describes well the reactions of the school and community to this major re-organization and is quoted extensively below.

> Eight months ago, Harrisburg schools were desegregated. The neighborhood school concept was abolished. Harshest critics of the reorganization--the Concerned Citizens of Harrisburg--predicted disaster. They put up a legal fight to block the school board from going ahead with its plans, but were defeated in Dauphin County Court. A decision on their appeal to the state Supreme Court is still pending.

Concerned Citizens membership has dwindled during the year. At its peak, the organization had about 200 members.

There have been problems during the year, but many principals--having anticipated the worst--now say things have gone better than they expected. The big job that lies ahead, they say, is to strengthen the school district's curriculums.

There is a wide range of opinion among teachers and principals on the merits of the desegregation program, but few call it a total failure.

Perhaps the biggest factor working against the school system is the continuing withdrawal of white children from the schools.

In the secondary schools, racial friction is reportedly less than two or three years ago.

A major element of the desegregation program is what educators call "heterogeneous grouping"--mixing children of different races, backgrounds and abilities in the same class.

Mrs. Laura Campbell, a kindergarten teacher at Lincoln Early Childhood Center, sums up heterogeneous grouping this way:

> "It's bad. It really is. You can only aim for the middle. The top kids get bored and the bottom kids get frustrated."

Some teachers, on the other hand, like having a mixture of pupils in their classroom.

Francis J. Korkuch took over as acting principal in the second half of the school year, replacing William H. Reindel, who was assigned to work on plans for a new middle school.

Korkuch takes a hard line on discipline. There was a wave of suspensions after he became acting principal and teachers say disciplinary problems dropped sharply as a result.

In an effort to improve the school atmosphere, Korkuch has started a "pride in the middle school" campaign. Also an "adjustment center" has been set up within the school to encourage pupils to take advantage of school opportunities.

The idea of having a single secondary school for ninth and tenth graders and another for 11th and 12th graders now is being considered by the school district administration.

Principals at William Penn and John Harris high schools say the wide age span between ninth graders and seniors has created stresses that did not exist in previous years.

John Harris has been cramped this year with about 1,800 pupils. Meehan supports the idea of a single school for 11th and 12th graders. The younger pupils have created problems in the high school this year, but, Meehan adds, "things aren't as bad as our worst critics say they are."

There are few disciplinary problems in early childhood centers, administrators say, largely because children in kindergarten and first and second grades are not inclined to be defiant. Racial problems reportedly are almost nonexistent because young children do not usually have strong feelings of prejudice.

One flaw with the early childhood centers is the administrative structure, a first grade teacher said. There are only two principals for six buildings. Miss Parks is principal for the three Uptown centers and Miss Helen I. Brady is principal of Lincoln, Shimmell and Foose, in the Allison Hill sector.

Another gripe among some teachers has been the full-day kindergarten session instituted for five-year-olds this year.

One teacher complained that she had trouble finding activities for her children to keep them busy all day.

However, another kindergarten teacher, Mrs. Feolia Hooper, of Lincoln, said the "children have taken to it (the full-day session) beautifully."

ESAP Project Summary

The Harrisburg school district applied for a grant from the Department of Health, Education and Welfare, Office of Education on October 22, 1970. The application for the grant was made under the Emergency School Assistance Program. The original grant requested a total of $60,000. Modifications to the original request reduced this amount to a total of $50,723. The activities that were approved under the grant were the following:

- Personal Community Activities
- Non-Ethnic Classes and Materials
- Teacher Training
- Comprehensive Planning
- Materials

An addendum to the original grant was made and official approval received in March 1971 for an addition of $25,000. The activities that were to be pursued under this addition were:

- Student-to-Student Activities
- Teacher Training

This represented an addition of $10,000 to the Teacher Training Activity and opened the Student-to-Student Activity to be budgeted at $15,000. (See Table L-1.)

The ESAP activities were concentrated primarily at the newly established Middle School and included:

- Parent and Community Participation in Planning
- An Effective Education Development Center
- Teacher Preparation
- Student Leadership Cadre on Secondary School Problems
  Note: This activity is not Middle School Connected.
- Comprehensive Planning

Parent and Community Participation in Planning for the new Middle School involved approximately 60 non-school related adults and parents in visits to other systems and participation in the planning of programs and building needs.

The Affective Education Development Center is housed in the Middle School. It is the first phase in an approach to find better ways to involve students and staff members in the development of relevant teaching-learning strategies and program materials. The Center provides the opportunity to involve students in the trying-out of a variety of individualized and specialized techniques and materials. It is designed

Table L-1

ESAP BUDGET SUMMARY

RMC Activity Category	LEA Activity	Budget
Personal Community Activities	Parents and Community Participation in Educational Planning	$ 3,987
Non-Ethnic Classes and Materials	Affective Educational Development Center	$ 5,688
Teacher Training	Teacher Preparation	$26,774
Student-to-Student Activities	Student Leadership Cadre	$15,000
Comprehensive Planning	Planning	$ 2,264
Materials	Instructional Supplies, Supporting Materials and Equipment and ESAP Director partial Salary	$22,010
	TOTAL	$75,723

to develop strategies and materials which encourage self-motivation in the attainment of learning objectives. One hundred twenty students with the most severe attitudinal problems are involved in the self-analysis of their own barriers to learning.

The Staff Development Workshops included all teachers and department heads of the new Middle School. Some workshops focused on the development of instructional skills geared to help in the diagnosis and cure of individual learner problems. Teachers were given the opportunity to use a variety of media and materials to meet individual student needs. Several workshops concentrated on activities intended to develop teacher competence in developing behaviorally-stated performance objectives.

Because of apparent polarization of students' attitudes along racial lines at the two high schools, a Leadership Cadre on Secondary School Problems was established. Its function is to work with school administrators, guidance counselors and teachers in dealing with ongoing problems existing in the two high schools. It is composed of 40 black and white students from grades, 8, 9, 10 and 11. They were prepared in a series of 3 two-day workshop retreats also attended by the professional staff participants.

The Comprehensive Planning cut across these four activities and included partial funding of the salary of the ESAP director.

Instructional supplies, supporting materials, and equipment were purchased to support the ESAP project. These items were categorized under "Materials."

Bi-Racial Advisory Committee

The ESAP Bi-Racial Committee consists of ten members, of which five are black and five are white. Four of the members are male and the remaining are female. All members are residents of Harrisburg and represent a cross section of community groups. The following is a list of members and their affiliation:

Mr. Robert Harden	Former local NAACP Director
Mrs. Ferrell Webster	Black Women United
Mr. Raymond Goodwin	Parent
Mrs. Stanley Harod	Association for Children with Learning Disabilities
Mrs. F. M. Richard Simons	National Council of Jewish Women
Mrs. William D. Pickering	Uptown Recreation Center
Mr. Richard James	Hill Action Center
Mrs. John Hable	Parent
Rev. Glen Dietrick	Community Leader
Mrs. Loretta Adley	Parent

The Committee members were chosen from a list of members which make up the Parent Planning Council (approximately 80 members). Selection was on a volunteer basis for members who met the criteria specified by the Title 45 Grant.

The first meeting was held in January and a total of four meetings have been held to date. The main topics of the agenda that were covered at the meetings were: the Middle School Programs (Affective Center, etc.), curriculum revision for the Middle School, teacher training in view of new techniques required in a desegregated environment, community involvement, and student involvement in the educational process at the Harrisburg School District.

ESAP ACTIVITIES

Parent and Community Participation in Planning

Context

The present Middle School houses grades 7 and 8. It is to be replaced by 1974 with a middle school housing grades 6, 7 and 8 completely desegregated. The principal function of the community program is to get parents and non-school related responsible citizens actively involved in the planning of programs and building needs for the new plant, and, as appropriate, in planning and assisting with the modifications of programs now underway in the currently used building.

The objectives for the participating parent-citizen groups as stated by the District are:

- Given an opportunity to confer and discuss ideas with school-related persons, the participating parent willingly shares information about student interests and needs.
- Given the opportunity to confer with school-related persons, the parent can identify and report pertinent information which is relevant to school and community problems.
- Given a home assignment for his child, the participating parent will observe and assist the child in appropriate ways.
- Given the opportunity to have instructional materials for use in the home, the participating parent will supervise it's use as suggested in training workshops.
- Given the opportunity to share in school development planning, the participating parent voluntarily requests a greater degree of involvement.

Activity Design and Process

Approximately 60 non-school related adults have had the opportunity of visiting other systems to determine how other community involvement programs can best fit the "needs" of the Harrisburg School System. It became apparent to the administration of the Harrisburg School District that there is a tremendous amount of work to be done and not too much time to get it done. The districts' administrators are concerned first about the development of the students in their pursuit of a quality education in a unitary system of education. The community program is a vehicle by which the administration solicits the ideas of parents and community citizenry about educational areas, student development, educational development, student behavioral attitudes, etc. The "now" involvement which will be a continuing involvement (aside from the ideas presented by the citizenry) will foster a better understanding of what is actually going on right now in the Harrisburg Schools educationally, socially, and racially.

Outputs

It appears that good progress has been made as far as citizen participation is concerned. This has been evidenced by the fact that school board meetings have been getting higher turnouts and the issues and questions that have been raised are that of a responsible and involved citizenry who are concerned with the Harrisburg School System. The transitional state that the Harrisburg School System finds itself in at the present time dictates community participation in shaping the direction of the schools in the decades ahead. There seems to be "less dissatisfaction" on the part of the citizenry this year than in previous years. This seems to indicate that community participation and an awareness of the activities of the school district have a contributing effect in the attainment of the goals that Harrisburg has set for the development and realization of a unitary educational system.

Affective Educational Development Center

Context

A significant problem facing the School District is the number of students of the age group to be served by the new Middle School who demonstrate a negative attitude toward school and school work and who foster a general attitude for being disruptive. The need for a special curriculum outside the scope of the "mainstream" was designed to satisfy the needs of these students. The children who were identified in this group were mostly uptown children who have been culturally and emotionally deprived. The three ESAP aides were all in agreement that these children are basically misunderstood with their main problems stemming from their home life and environment.

The objectives of the affective center as identified by the District are:

- Given the opportunity to talk with an adult, the participating student will admit his difficulties and barriers to learning as he understands it.
- Given the opportunity to pursue a personalized study plan, the participating student will attempt to proceed on his own, whenever possible.
- Given the opportunity to work at his own pace, the participating student will ask for help when he needs it, in an acceptable way.
- Given written directions to guide his learning activity, the participating student will attempt to follow them.
- Given verbal directions to guide his learning activity the participating student will attempt to follow them.
- Given an opportunity to share in his own barrier analysis, the participating student will use the information concerning his most recent successes and failures--related to the knowledge or skill to be attained.
- Given the possibility of independent study and regular feedback information on past efforts, the participating student will try to succeed--and keep on trying.
- Given a flexible organization for problem solving with parents, teachers and other adults, the participating student will express himself fluently in an appropriate manner.
- Given an opportunity to gather data through visits to relevant sites in other communities, the participating student will record and report his data in an appropriate manner.

The Affective Educational Development Center established at the Main Campus-Middle School has the primary objective of changing the behavior of those students who have been designated "disruptive" by their teachers. The Center also provides the opportunity for teachers to develop teaching strategies and use materials which encourage student self-motivation toward the attainment of learning skills and self-image enhancement.

Activity Design and Process

Initially the Center was self-contained and taught all subject matter, i.e., English, Social Studies, IPI Math, and Science. The first group consisted of a hard core black student body. It was felt by the teachers and administrators that this "hard" program was successful because it kept the students in school who otherwise would have been dismissed from school on a type II suspension (any period of time up to indefinite).

In March of this year, the curriculum for the Affective Center was reprogrammed. The administration felt that their objectives could be more quickly realized if a change was made by installing a "soft" program. Texts are used to pose situations that stimulate the recognition and discussion of childrens' problems. The texts are accompanied by workbooks and the children are required to use the workbooks during the class sessions. The titles of the texts developed by the District are:

- Maturity
- Loyalties
- Law (You, the Police and Justice)

Under the new concept, the center works on behaviorial problems and uses a rewards concept in its curriculum called "token economy." Classes meet four periods a week for three weeks. During this time the child's behavior is closely watched by the teachers in the center and also by teachers in the mainstream. If after three weeks the student shows improvement, he may return to the mainstream.

Approximately 120 students demonstrating a lack of effort and disregard for other people were identified by the classroom teachers and other staff members. Other supportive services such as psychological and medical are responsible for screening procedures. Students attaining high academic standards are recommended by the teaching staff, and other staff member for participation in planning program activities.

The following staff members were involved in selecting the teachers for program participation:

Deputy Superintendent of Planning and Development
Classroom Teacher
Middle School Principal
Assistant Principal
Department Heads
Subject Specialists
Guidance Department
Psychological Services
Personnel Department

Parents who are members of the Middle School PTA, Community Organization and lay Advisory Committee Organization of the school district received questionnaires from school district personnel for selection of parent participation.

Three aides are employed in the Affective Center directly under the direction of an experienced teacher. Teacher aides assist the Center Teacher and classroom teachers in selecting materials that will help stimulate the learning efforts of individual students. The Department of Planning and Development provides supervisory support to teachers and aides participating in the project. Each teacher and aide is provided with guidance, assistance, help, and training designed to make her a competent member of an educational team.

The Center Teacher in cooperation with the classroom teacher and other staff members provides student direction in selecting the right materials and strategies which will stimulate student learning efforts. The Center provides the student time for individual or small group instruction utilizing learning techniques to supplement the regular classroom program. Each student is given the opportunity on a daily basis, to plan for himself an individualized lesson, together with feedback information on how well he succeeded in his previous days work.

As indicated above teachers and aides focus on individuals and small groups. They work on basic skills and on attitudes under the supervision of the staff. They utilize varied media such as A-V materials and equipment, repetitive items, drills, and such materials and supplies as are needed to accomplish their tasks. Methodology is individualized or in small groups closely supervised by teacher aides, and the staff of Department of Planning and Development. Ten inservice workshops are provided for aides and participating staff members. Five workshops focused on the needs of participation parents and students. Teachers, students and parents participated in several visitations to other communities and each recorded and reported his data in an appropriate manner. Certain instructional materials are provided for home use so parents can assist students in their educational activities.

Outputs

The Affective Center has helped teachers identify strategies that seem to work with "disruptive" children of grades 7 and 8. The process avoids labelling the children since only part of their day is spent at the Affective Center. The temporary, part-time removal of identified "trouble-makers" from the mainstream of the Middle School seemed to reduce tensions in the building and helped the children to function in a more acceptable fashion. Staff credits the Affective Center with helping keep these children in school by "getting to" some of the roots of their problems. There have been no incidents at the Middle School this year. A copy of the behavior journal kept for these students and the results of an Affective Education Parent Opinion Survey are included as Attachment 1.

Teacher Preparation

Context

The new desegregated Middle School presented problems generally associated with desegregation. A wider range of achievement levels in the student body aggravated problems of teaching techniques, individualization, diagnosis of students with learning problems and adaptive programming generally.

Accordingly, the District undertook a teacher preparation program with the following objectives:

- Middle school supervisory staff members will prepare written suggestions and give direct classroom help to teachers in the process of prescribing the unique learning experiences necessary to fit individual student interests and needs.
- Given a heterogeneous group of middle school students, participant staff member will select from the materials and environment those objects and strategies which stimulate the learning efforts of individual students.
- Given a variety of learning materials and situations, each participant staff member will utilize feedback information, from the results of the learner's previous efforts, to prepare a learning prescription which is stimulating to the individual learner.
- Given a wide range of pupil abilities and interests, the participating staff member chooses the non-verbal and verbal activities which cause students to share their feelings, thoughts and activities.
- Given opportunity to use varied media, each participating staff member selects appropriate materials and equipment for effective learning by all students.
- Given a wide range of pupil abilities and interest each participating staff member will organize and carry out learning experiences that are interesting and appropriate for individual students, small groups of students, and large groups of students.
- Given a student performing at a specific level each participating staff member can diagnois the students barriers to success in learning and prescribe a next step in skill attainment.
- Given an opportunity to demonstrate teaching strategies and techniques, each participating staff member will voluntarily offer to do so.

- Given an opportunity to confer with consultants and other personnel, each participating staff member willingly will share information concerning his own need and desire for improvement.

Activity Design and Process

Twenty-one teachers, under consultant leadership are currently participating in twelve half-day training sessions in an attempt to recognize and manage social and emotional problems. The sessions are being conducted on a programmed text approach. Personnel are being paid $18.75 for each session completed (this includes a workshop and various homework assignments) during the period March 20 through June 19, 1971. Sessions are being held on Saturdays. The intent of the program ("Managing Problem Behavior in the Classroom") is to train teachers to use, not a single technique, but an array of learning-based techniques in managing these problems. Participating teachers learn: (1) to recognize social and emotional problems when they occur, (2) to make judgements as to whether they ought to attempt to manage the problems in the classroom or whether they ought to refer a student exhibiting them to a competent professional, (3) to manage those problems in the classroom suitable for teacher intervention, and (4) to gain insight into their own attitudes toward students exhibiting problem behavior.

There are three parts to the training program. The first part of the training program is designed to sensitize teachers to the kinds of problems he is likely to encounter. The second part of the training program is devoted to the application of learning principles to the management of problem behaviors. The third part of the training program is designed to assist the teacher in gaining insight into his own attitudes toward problem behavior or toward students who are disturbed or who come from disadvantaged backgrounds.

Teachers completing the full program will be capable of: (1) distinguishing between problem behavior that is normal for an age group and problem behavior that is more serious and either requires greater classroom management efforts or outside referral; (2) applying management techniques appropriate for the range of problems that most frequently occur in the classroom; and (3) asking themselves questions about their own attitudes toward problem behavior.

The materials essential to the program include: a programmed text, a handbook, and a workbook with classroom application exercises. The programmed text introduces the teacher to the role of "reinforcement" in improving both the social and the work behavior of students in the classroom. The handbook is designed to provide reference pages that the teacher can consult as he works on the programmed text; to allow the teacher to use these same pages, at the completion of the program, as a convenient reference source should he wish to look up information about any particular issue; and to provide a condensed guide, offering solutions to typical problem situations that occur in the classroom. A workbook supplements the paper and pencil exercises that appear in the programmed text. They are designed to give teachers practice in implementing recommended problem management procedures with students in actual classrooms. At the conclusion of the program, application exercises from the programmed text serve as a criterion test.

Outputs

The first phase of the program has been completed and approximately eighty teachers have been exposed to the "sensitizing" sessions that were conducted during this phase. The "Managing Problem Behavior in the Classroom" sessions are not as yet completed. However, the general consensus of opinion of teachers interviewed is that these training sessions have helped them considerably in viewing their role in the educational process and profiling their responsibilities to the students, administration and the community. Mr. Holtzman, one of the teachers who is taking this portion of the course said, "it added an extra dimension to teaching which I have never been exposed to before. It is an excellent training course for all teachers".

This activity appears to have been successful in assisting teachers to understand their role in the new educational situation. Teachers report themselves to be more sensitive to classroom problems, especially those with racial elements. They feel that they are better able to distinguish classroom problems and more capable of dealing with them in a useful manner. There is some indication that teachers are more aware of their own attitude toward problem behavior and toward disadvantaged students.

Student Leadership Cadre

Context

Beginning with the 1970-71 school term, the Harrisburg City School District has reorganized the two high schools to include grades 9 through 12. This is a part of the overall plan to achieve racial balance in all school district attendance centers. A significant educational problem is the apparent polarization of students' attitudes at the secondary schools along racial lines. The development of a student leadership cadre to work with school administrators, guidance counselors and teachers in dealing with ongoing problems existing in their schools was established.

The objectives of this activity are

Overall

- To train a nucleus of 40 students and relevant administrators to work together in anticipating and handling interracial and other problems presently facing the public school system.
- To develop a student leadership nucleus that will work with school administrators and teachers in dealing with the ongoing problems existing in their schools.
- To establish a mechanism for the new leadership nucleus to train, in conjunction with professional trainers, other incoming students so as to perpetuate this leadership-group and its contribution to learning.
- Increased communications flow between students, faculty and administration; and improved interpersonal relationships between students, and between students, faculty and administration.

Faculty

- Improved ability to establish rapport with students from all areas and positions.
- Increased ability to recognize and maximize development of student leadership capacities.
- Capacity to establish legitimacy and maintain respect of students, other faculty and administration; and capability to act as objectifier and to anticipate crisis situations.

Administration

- Increased sensitivity to student concerns.
- Willingness to experiment with different methods of problem solving and conflict management techniques.
- Willingness to employ greater sense of anticipation to recognize seeds of discontent that could mature into uncontrollable violence.

Students

- Increased knowledge of and sensitivity to structural problems of the school system; improved ability to reconcile inherent contradictions in school system itself; ability to interpret and handle contradictions and transmit knowledge to other students.

- Understanding of dynamics of and need for mediation and bargaining in "community" conflict.
- Increased understanding and appreciation of leadership, and ability to exercise strong mature leadership throughout all segments of the school population.

Activity Design and Process

Fourty students were selected from grades 8, 9, 10, and 11. Both black and white boys and girls were included in the cadre. Identification of these students was a joint effort involving faculty and administration of the schools participating and the persons who did the training. The students selected represented militant and moderate students from both racial groups. Those selected were leaders in their groups. Twenty students were selected to represent each of the two high schools.

Two participating principals, six assistant principals, four guidance counselors and eight teachers were selected on the basis of ten from each high school.

Eight consultants were selected. Eight days of the consultants' time was funded to provide prior organization of the workshop, and to provide follow-up and evaluation after the retreat activities were completed.

The students, together with the selected faculty members, administrators, and trainers were involved in three 2-day retreats at a local motel to receive self-management and leadership training. The overall group task was to develop a group oriented approach to the task of helping the secondary schools operate smoothly and effectively.

Specific problems facing the schools were identified by the group, and rational problem-solving procedures were applied by members of the leadership cadre. Plans for meeting such problems as the orientation of new students (including the incoming ninth graders) were developed. Follow-through implementation of these plans was a post-retreat activity requiring some student and faculty involvement. Student fact gathering surveys were instituted immediately following the retreat-workshops.

Evaluation instruments and activities were developed and carried out by the consultants and professional staff.

Outputs

It is too early to tell what the impact of this program really is. The program ideas and techniques are sound and the idea of involving the student body in planning processes is excellent. The faculty and administration are enthusiastic about the program and feel that they have found a responsible inroad for measuring student reaction and opinion. Perhaps one tangible outcome of this program has been that some of the students from the cadre are now attending school board meetings on a regular basis. A report on the student leadership cadre workshop by the educational and psychological consultants is included as Attachment 2. They seemed to feel the participants learned a great deal about organizing a group of students for a specific purpose and learned to cope with the difficulties of working together as a group. They tested out new roles for themselves as student leaders. They felt the program altered the relationships among these students and faculty and administrators for the better. The cadre can help smooth the way for the merger of the two high schools.

One principal reported that the cadre in his high school had "contributed heavily" to quieting his school the Monday following "the disturbances."

The report was severely critical of the high school staffs, except those participating in the retreats, for their now involvement and detachment.

CONCLUSIONS AND RECOMMENDATIONS

The Harrisburg school district is in the process of desegregating in two phases. The first phase involves establishment of early childhood centers and grammar schools, and a middle school cutting across previous neighborhood school boundaries. The second phase provides for the addition of the sixth grade to the middle school when construction of a building is complete, and consolidation of the two high schools with each accommodating a different curriculum thrust. Problems therefore, are related to steps already taken and implementation of further reorganization in the relatively near future. The district wisely has recognized that students, staff and parents are concerned in all of this and need to be included not only in the planning, but also actively involved in implementation. Activities were structured therefore, to stimulate parent and community participation, student involvement, student behavior modification, and teacher preparation.

Parent and Community Participation in Educational Planning

For a relatively modest outlay ($3,997), Harrisburg succeeded in getting a substantial number of parents and other interested citizens involved. Part of the success is undoubtedly caused by the fact that the Harrisburg school administration appears to be really listening to them. There is evidence of a decrease in dissatisfaction on the part of parents, which cannot be directly ascribed to this activity, but it is a healthy concomitant trend.

The problem however, is not resolved. Sixty parents are a small percentage of Harrisburg parents, but if they are representative and communicating widely in their local areas they could be effective. However, since the multiplier effect is seldom achieved it is thought Harrisburg should try to expand the program to the other schools of the district.

The Affective Education Development Center

The Center appears to be achieving its objectives (for the 120 students, and at relatively modest cost ($5,668 exclusive of materials). It also has served to provide some teacher preparation. Part of its success is ascribable to good planning and in-depth involvement on a continuing basis of school administration. What the Center deals with however, are students with problems. The same problems, differing only in degree, are represented among the larger untreated student population. Perhaps some of the methods, techniques and materials would prove effective if extended to a broader student population.

Teacher Preparation

This activity appears to have achieved its goals. While there is some evidence that teachers have become somewhat more sensitive to the problems of blacks and more adroit in their handling there is little evidence that the activity has had any really massive impact. Again, there have been no incidents at the Middle School this year possibly because of a combination of steps taken by the District, one of which was the teacher preparation program, but a direct cause and effect relationship cannot be established.

Student Leadership Cadre

This was a well-thought out, planned and executed activity. It seems to have accomplished its objectives with the participants, and, it should be noted, was given credit by one principal for helping quiet his school after an incident. There is little evidence, however, that it is achieving a multiplier-effect either among the students or staff. In fact the evaluative report (Attachment 2) indicates that the high school staffs have remained aloof and uninvolved. Harrisburg needs to devise some method of broadening its impact for both staff and students.

General

Student, staff and parent participation in the Harrisburg project needs to be broadened. There is little evidence to date that much has been contributed to alleviating problems of desegregation in improved black attendance, teacher-student relationships, except at the Middle School, closing the academic gaps, etc. Most of what is being done appears to be directed toward achieving a quieting effect. This is not enough. Perhaps a strong program of teacher retraining particularly at the high school level should now be undertaken. Harrisburg has made progress this year with ESAP assistance. If the lessons learned can help point the way toward smoother implementation of phase two of the Harrisburg desegregation plan it will have been a worthwhile expenditure.

ATTACHMENTS TO
APPENDIX L

Attachment 1

Harrisburg City Schools
Harrisburg,Pennsylvania

AFFECTIVE EDUCATION PARENT OPINION SURVEY

Conducted By Harold R. Studer

Background Information

An eight page survey form was prepared and distributed to the thirty parents who had children assigned to the Middle School Affective Education Center as of December 21, 1970. One of these parents was instructed in the procedures for filling out the survey form. This parent, in turn, called at the houses of the other 29 parents to personally deliver the blank form and to verbally instruct each respondent on the procedures to be followed.

A request for volunteers to serve on a parent advisory committee was made by asking each person to return by mail a separate sheet on which they would indicate the times available when they could meet. This sheet was separate from the opinnionaire as it was to be signed by each respondent. (They were insturcted NOT to sign their opinionnaires)

Questions in the survey form were chosen which would be of importance and interest to most parents--as well as providing data basic to planning for program changes.

Part I of the form is intended to assess the feelings of the parent through his responses to questioning of a very general nature.

Part II of the form is intended to validate responses in Part I as well as to get more specific data concerning parental preferences.

Sixteen forms were returned of the 30 sent out. This 53% response is considered excellent for statistical purposes. Analysis of the individual returns gives a per-item response that is representative of approximately 50% of the population surveyed.

Parent Opinion Survey -- Information About WHO RESPONDED (?)

Only thirteen of the parents responding filled out the form which asked for specific data about themselves. Although no names were requested, it was thought to be of interest and value to know some specifics about those who responded. The frame-of-reference is more clear.

1. Who answered the questionnaire?

   Of those who answered, 85% were female and 15% were male.

2. Length of residence in Harrisburg was ten years or more for 92% of those willing to give this specific data. The other 8% lived here between one and two years.

3. 22% of those responding claim to be property owners in Harrisburg, while 62% said they were not. (16% gave no answer to this question.)

4. 38% attended school in Harrisburg during their elementary years, while 46% attended other school systems for their elementary training. (15% gave no answer to this question.)

5. 30% attended secondary school in Harrisburg, while another 30% attended secondary schools elsewhere. (40% did not respond to this question.)

6. Since the population surveyed were chosen from parents of 7th and 8th graders, it follows that 100% of the respondants had children now attending a Harrisburg secondary school. 69% of them also have children attending a Harrisburg elementary school, while 30% have children who dropped out.

7. Eleven of the thirteen responding to this part of the survey report having contact with the school about problems during the past year. Communications contact about school problems have included these kinds -- ranked according to the frequency used:

100%	Talked with a teacher.
91%	Visited school.
45%	Read about problems in the newspaper.
36%	Talked with a Board Member, and talked with pupils.
27%	Had a school teacher or parent call on them.
9%	Talked with friends.

Percentage Survey Responses - Parents of Affective Lab Students

Part I (Sixteen Responses Received)

1. Satisfaction with School System

6%	Very well satisfied
31%	Satisfied
31%	About half and half
13%	Dissatisfied
0%	Very much dissatisfied
19%	No opinion

2. Do Schools care about children?

25%	Very much
19%	Right amount
31%	Not enough
6%	Not at all
19%	No opinion

3. Adequacy of school information:

69%	Yes
25%	No
6%	No opinion

4. Quality of educational program:

13%	Superior
13%	Average
38%	Average
31%	Below average
0%	Poor
6%	No opinion

Survey Responses - Part I (Continued

5. Quality of school plant:

6%	Superior
38%	Good
25%	Average
6%	Below average
0%	poor
25%	No opinion

6. Sources of School information:
(ranked as to times mentioned)

a. Talks with students

b. Newspaper

c. Talks with teachers and principals

d. Talks with other parents

e. School bulletins sent home

7. Amount of assigned homework:

Grades	Right amount	Not enough	No opinion
1 - 3	0%	63%	39%
4 - 6	0%	31%	69%
7 - 8	6%	44%	50%

8. Satisfied with present type of report card?

56%	Yes
38%	No
6%	No opinion

9. Type of student progress report preferred:

50%	conference with teacher
6%	paragraph description of progress
19%	check list of learning behavior standards
25%	no opinion

Survey Responses - Part I (continued)

10. Satisfied with frequency of progress reports?

56%	Yes
25%	No
19%	No opinion

11. Is discipline in the schools:

0%	Too strict
6%	About right
63%	Too Lax
31%	No opinion

12. Feeling about going to school with school problems:

38%	Free to go
38%	Go only when absolutely necessary
0%	Hesitate to go
0%	Won't go
25%	No opinion

13. Do you feel your child was well prepared for High School?

19%	Yes
25%	Moderately well
19%	No
38%	No opinion

14. Amount of time spent on special activities (sports, plays, music, etc.) as compared with regular class work:

0%	Much too much
6%	Too Much
69%	About right
19%	Too little
0%	Much too little
6%	No opinion

Part II (Fifteen responses received)

1. Parent responses recommending changes in the elementary curriculum.

	School should pay more attention	School is paying about the right amt. of attention	School should pay less attention	No Opinion
Self Concept development	60%	13%	0%	26%
Reading	60	26	0	13
Spelling	53	13	0	33
Arithmetic	53	13	0	33
Social Habits	53	20	0	26
Penmanship	46	20	0	33
Work & Study Habits	46	20	0	33
Literature	46	20	0	33
Health	46	26	0	26
Geography	46	26	0	26
History	46	33	0	20
Grammar	40	20	0	40
Physical Education	40	20	0	40
Oral Expression	40	26	0	33
Instrumental Music	40	26	0	33
Written Expression	40	33	0	26
Vocal Music	33	26	0	40
Civics	26	26	0	46
Science	26	33	0	40
Art	20	40	0	40

2. Parent responses recommending changes in services to special groups:

	School should pay more attention	Is doing about right	Should pay less attention	No Opinion
Poor Readers	73%	13%	0%	13%
Handicapped Students	60	13	0	26
Educationally Disadvantaged	60	13	0	26
Gifted Students	33	20	0	46

3. Parent responses indicating activities and services school should provide: (ranked from most mentioned to least mentioned)

Mentioned by:	
67%	Outdoor play and sports
67	Special classes for students with handicaps
67	Special classes for slow learners
67	Shop
53	Hot Lunch
53	Student counseling and guidance
46	Indoor play and sports
46	Plays and student programs
46	Science experiments
46	Special classes for educationally disadvantaged
46	Health service (medical and dental care)
40	Library
40	Night school for adults
40	Special classes for gifted learners
33	Instrumental music
33	Choral music
26	Hot breakfast
20	Student social activities (parties, etc.)
20	Learning through sound films
7	Adult social activities (dinners, etc.)
7	Learning through closed circuit television

4. Willingness to support desired changes with higher taxes:

Yes 0% No 26% No Opinion 73%

HARRISBURG CITY SCHOOLS
OFFICE OF SPECIAL PROJECTS

BEHAVIOR JOURNAL

1. Pays attention when receiving instruction
2. Goes ahead on his own whenever possible
3. Follows verbal directions
4. Follows written directions
5. Seeks help when he needs it
6. Is careful in preparing written work
7. Participates actively in work groups
8. Contributes new ideas in work groups

Teacher ______________________

Class ______________________

Dates ______________________

NAME	1	2	3	4	5	6	7	8	1	2	3	4	5	6	7	8	1	2	3	4	5	6	7	8				

HARRISBURG CITY SCHOOLS
INDIVIDUALIZED READING
CUMULATIVE GRADE REPORT

Student ______________________ School Year ________

School ______________________ Grade ________

	1	2	3	4
QUARTERLY GRADE (Based on effort demonstrated)				
Behavior Observed in Determining Degree of Effort:				
Pays attention when receiving instruction				
Goes ahead on his own whenever possible				
Follows verbal directions				
Seeks help when he needs it				
Is careful in preparing written work				
Participates actively in work groups				
Contributes new ideas in work groups				

NOTE:

The quarterly grade in reading reflects demonstrated effort on the part of the student and nothing else. This effort grade is based on the above 8 behaviors, observed and recorded by the teacher in a daily observation journal. This journal is the primary data used in parent-teacher conferences.

To obtain data on this student's academic achievement one must refer to the student's individual progress records, which are available to the parent or guardian any school day, at the school.

H. R. Studer, Director
Individualized Programs
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Attachment 2

EDUCATIONAL AND PSYCHOLOGICAL CONSULTANTS

Report and recommendations growing out of the Student Leadership Cadre Programs at William Penn and John Harris High Schools

Russell H. Scott, Ph. D.
Stuart M. Shaffer, Ph. D.

Report on the Student Leadership Cadre Programs
at
William Penn and John Harris High Schools

The Student Leadership Cadre programs of William Penn and John Harris High Schools each began with a two-day weekend meeting held at an off-school site in the Harrisburg area. In the case of both schools these meetings involved students, administrators, and teaching faculty. The William Penn group was smaller in numbers of students and faculty than was the John Harris group. Both weekend meetings concluded with a concrete plan to increase the involvement of students and teachers in the respective schools and to enlarge the number of people participating in the two programs. Since the plans were quite different and the groups dissimilar, each will be discussed separately.

William Penn's Program

The William Penn group decided that the consultants could best serve them by coming to their school on Monday mornings and serving as consultants available to both students and faculty. Arrangements were made to provide a room for these meetings with the presence of the consultants being announced over the school intercom. A core group of student participants showed up regularly and managed to involve a surprisingly large number of additional students in a project designed to produce a series of short, creative drama plays revolving around the relationships between blacks and whites. The efforts of these students were considerable but pressures of the regular school activities, e. g., final exams, and lack of experience in working together as a group were quite detrimental to this effort. Although a faculty member agreed to work with these students, the group encountered a variety of difficulties, most of which involved learning to work together. As a result of these difficulties and, most important of all, time pressures, the students were unable to actually perform the plays for a school audience. It must be noted that some members of the William Penn faculty actively opposed this student effort. Although the administration strongly supported the students, lack of support on the level of the classroom teacher was quite evident.

Following the end of school, on June 14th, the consultants met with most of the students involved in the effort. This critique was for the purpose of critically evaluating their efforts and learning from them. It is the opinion of the psychologists that, although the students did not put the play on for an audience at the school, most of the purposes of the plays were accomplished. The participants learned a great deal about organizing a group of students for a specific purpose, and learned to cope with the difficulties of working together as a group. This experience provided them with an opportunity to test out new roles for themselves as student leaders. More than twenty students were actively involved in the venture. Overall, the effort served its purpose well.

The faculty at William Penn remained aloof and, to a large degree, uninvolved with either the student efforts or the consultants. Several teachers came to meet with the psychologists but these meetings lacked continuity in that the teachers could only participate during their free periods. This constraint also severely limited the number of teachers who could participate as the consultants were only present in the school Monday mornings. At least two of the teachers who participated were obviously problem teachers rather than teachers with problems. One of these two openly declared her opposition to any program emanating from "1201 South Sixth." She accused the consultants of being incompetent, unethical, and dishonest, taking pains to make these accusations in the presence of the student group. Despite these difficulties, several teachers participated on a relatively regular basis. These teachers reported feeling the consultants were of some help to them in dealing with their problems. They felt the program was too student-oriented and that not enough emphasis was given to the teachers.

The psychologists feel that the involvement of faculty at William Penn was minimal. Those who had participated in the weekend meeting felt pressured by their day-to-day activities and, with one exception, did not feel able to continue their involvement. There was a general lack of communication among the entire faculty concerning the presence and purpose of the consultants. Many teachers did not know the consultants were available. At no time did the consultants meet with the total faculty of this school. There seemed to be a general feeling of apathy and powerlessness among those faculty members with whom the psychologists spoke. There is a definite bias on the part of the teachers which leads them to place the blame for the problems they see in the school on the students. For example, although class-cutting was seen as a major problem, the teachers felt this problem was the responsibility of the students, primarily, and the administration, secondarily. They saw no responsibility for themselves in this problem.

John Harris' Program

Immediately prior to the weekend meeting with the John Harris students and faculty, the school had gone through a disturbance which seemed to be racially based and resulted in some incidents between students as well as a general student walk-out. It is not surprising that the task established for these participants was to "cool" the school and promote the smooth operation of its program on Monday. Both students and teachers were to discuss the weekend with others and to try to enlist their cooperation in the program to improve John Harris High School.

The psychologists met with the students of John Harris' leadership cadre on the second Monday afternoon following the weekend. At this meeting it was apparent that the students had been successful in enlisting other students in their efforts. The principal reported that the students who had participated in the weekend had contributed heavily to quieting the school the Monday following the disturbances. Several of the teachers who had participated in the weekend meeting also attended the Monday meeting with the consultants. This was the beginning of a joint committee which, over the ensuing weeks, planned an "Educational Fair" for John Harris. As proposed, the Fair would have lasted one day and teachers would have been encouraged to select something they were particularly interested in to teach that day. The committee of students and teachers drew up a long list of suggested topics that they would like to see offered during the Fair. Eventually, this list was distributed to the faculty of the school and more than forty percent of the faculty responded favorably despite a minimal effort to publicize the committee's efforts among the faculty. Arrangements were made to handle the scheduling and assignment of students for the day. Unfortunately, the Fair was canceled for a variety of reasons, principal among these was the feeling on the part of some administrators and faculty that the necessary general support was not present among the faculty. It must be pointed out that many teachers resented the scheduling of such an event during the time they had scheduled review for final exams, some feeling that even one period was crucial for the success of the students on the exams.

During the weeks following the weekend meeting and concurrent with meetings of the joint planning committee, one of the psychologists met with a group of departmental coordinators for the purpose of determining what this group saw as the needs of the John Harris faculty in the area of in-service training. During these meetings this group complained bitterly about the then-anticipated Educational Fair. There was a general resistance to discuss matters relating to anything except the Fair. They pointed out that they had not been included in the planning; that the timing was wrong; that the faculty members working on the committee were not representative of the total faculty; that the students were the trouble-makers of the school and that they were being rewarded by participating on the committee; that they were being forced to re-write their own curricula without adequate pay; that curricular options were being reduced. In general, this committee harbored a great deal of hostility toward the system in general, and the school and students in particular. Unfortunately, there was not sufficient time to deal with these severe problems and strong feelings so that progress could be made on the issues involved.

Although the Educational Fair was not held, those involved in the planning functioned well as a group. Several faculty members demonstrated marked ability and interest in working with the students. Many of the students showed previously unrecognized leadership talents. All involved expressed an intense desire to pursue this program the next school year. Considering the minimal efforts to involve faculty members beyond those from the weekend, the forty percent favorable response on the part of the faculty is truly encouraging. The principal and other faculty members attributed the success of the school during the remainder of the year, at least partially, to the relationships developed between themselves and students as a function of the Student Leadership Cadre Program. The principal of John Harris pointed out that the students who had been involved in the weekend training had proved to be an invaluable asset to him in the following weeks. These students and those they enlisted showed remarkable dedication to their self-imposed task of improvement of the educational climate and program at John Harris.

Reorganization of the Secondary Schools

Both students and faculties at William Penn and John Harris were sufficiently concerned about the anticipated merger of the two schools that these concerns were frequently the major topic of discussion during the meetings with the consultants. All groups expressed concern about how the merger would affect them. The uncertainties of faculty assignments were detrimental to faculty participation in the programs at the two schools. The student participants in the two high schools expressed a desire to meet with each other prior to the opening of school so that they could contribute to the smooth implementation of the reorganization. They seemed to feel the merger could work to their advantage and were eager to contribute constructively to it. The faculties, on the other hand, were much more negative concerning the merger. Many expressed concern about their own status as a result of the merger and were apprehensive about the "different" students they would be exposed to as a result of the reorganization.

The reorganization of the secondary schools coming, as it did, at the beginning of the Student Leadership Cadre Program, influenced the program's progress, direction, and success. The reorganization was an overriding concern for all participants. Some felt that any program started at the end of the present academic year was doomed to oblivion when the schools merged. Others were so absorbed in concern over the merger that they had little energy left to invest in any other program.

The psychologists feel that the work done with the Student Leadership Cadres in William Penn and John Harris is an excellent beginning for a program designed to facilitate the merger of the two schools. Both schools will have a group of students who have had training and experience in working together and with members of the administration and faculty. Likewise, both schools will have faculty members who have been exposed to this concept of cooperative effort between students and themselves to improve the educational climate and program. To capitalize on this excellent resource, it will be necessary to pursue the Student Leadership Cadre Program at both John Harris and William Penn during the coming school year. Specific recommendations for the implementation of such follow-up are contained in another document.

Summary and Observations

Although neither the series of plays planned at William Penn nor the Educational Fair planned for John Harris materialized, the programs in both schools achieved a considerable measure of success. Both programs identified and trained students for leadership roles. Both programs developed groups capable of working together on difficult problems, and, to some degree, altered the relationships among these students and faculty and administrators for the better. There can be no question concerning the programs' laying the groundwork necessary to promote good relationships among students in the coming reorganization of the schools. Of course it will be necessary to continue along these lines if maximum benefit is to be derived from the work already begun.

Student and faculty participants were selected independently by the two schools involved in the program. After working with the groups for some time, the consultants were told by other non-participating faculty members that the students selected were not representative of the student bodies of the two schools. Most of them were, according to these faculty members, trouble-makers and problem students. These were the ones who were guilty of class-cutting and other rule infractions. In fact, at least one of the participants was suspended shortly after the weekend meeting. In general, the psychologists found the students to be dissatisfied and verbal about their dissatisfaction. They were, as a group, quite able students who expressed a concern about their education and were willing to work toward improving it. They were not, however, willing to docilely accept whatever was handed them. Following the weekend meetings, the administrators and faculty members, in general, had developed considerably more respect for these students and their ability to contribute constructively to their educational program.

Both psychologists concur that the most difficult problems facing the two schools lie with the faculties. Their attitudes toward students, for the most part, leave much to be desired. In general, the faculty members see problems such as class-cutting and poor academic achievement as being student problems that can be corrected only by more stringent administrative control over the students. The teachers feel they have no alternatives other than an appeal to authority to improve the students' education.

One of the most outstanding characteristics of the faculties of the two high schools was the almost total lack of communication and cooperation among faculty members. Although there is some communication along departmental lines, very little interaction occurs among teachers across these lines. Each teacher is an independent operator who rules absolutely and alone over his or her class. The teachers express frustration but have no help in identifying alternatives. The anticipated reorganization can only further aggravate these problems.

Recommendations

Several major problems face the Harrisburg Public Schools at the secondary level. The reorganization is responsible for some of these problems while others have existed and intensified independent of this change.

The most serious problem concerns the attitudes and practices of the teaching staff. There is a general feeling of frustration among the faculty members encountered by the consultants. This frustration is frequently translated into apathy on the part of the teacher and a sense of helplessness in the classroom. There is a general lack of trust among the faculties. Students, administrators, and the community are viewed as adversaries. Faced with a rapidly changing educational scene, the teachers find themselves ill-equipped to deal with new problems that arise and no one to turn to for help.

The reorganization of the secondary shcools will bring together students from vastly different socio-economic backgrounds who have had more than ample opportunity to develop loyalties to one or the other of the to-be-defunct high schools. Traditionally, rivalries have existed between students from Uptown and those from the Hill, and now these students will be physically in the same classrooms. These students will come to school having already formed close ties and associations with others from their own areas and, concomitantly, biases and prejudices against those from other areas. The potential for problems under these circumstances need not be further specified.

Constructive student participation in the educational programs of Harrisburg's secondary schools remains a problem. Although a significant beginning has been made concerning this problem through the development of the Student Leadership Cadres at William Penn and John Harris, the task is far from complete. The reorganization will necessitate developing new working groups of students, administrators, and teachers to deal with the problems that will undoubtedly arise at the newly organized schools.

Each of the problems identified requires a specially designed program to reduce its impact on the Harrisburg School System. To cope with the problem of teacher attitudes and practices, it is recommended that an intensive in-service training program be instigated. Such a program must be available to all the faculty members of both schools, and, for maximum effectiveness, must be provided as part of the regular school program. Among the objectives of this program would be those to enable the teacher to examine his present classroom practices and to evaluate his effectiveness as a teacher. The teacher would be encouraged and assisted in developing alternative courses of action in the classroom to deal with problems as they arise. Teacher perceptions of students would be examined and evaluated and the teacher would be provided an opportunity, if desired, to determine how he is perceived by students. Each teacher would be helped to identify his biases and prejudices relative to teaching and students. The impact of these biases and prejudices on his teaching effectiveness would be examined and, where desired, an effort would be made to help the teacher alter these factors. As part of this training effort, the teacher would be provided with a methodology and conceptual framework with which to operate in the classroom. This proposed program would require three hours per teacher over a five-month period. The training would be carried out in small groups of not more than twenty teachers per group. By carefully selecting the teachers who comprise a group so that they constitute a working unit within the school, it would be possible to enhance communication and cooperation among these teachers in their day-to-day teaching activities.

Coping with the problem of integrating students from different socio-economic, racial, and geographic groups requires a broad scope program that will reach all the students in the school. Such a goal could best be accomplished through the development of curriculum materials specifically designed for the problems as they are manifest in the Harrisburg Secondary Schools. As a beginning, it is recommended that a series of eight to ten curriculum units be developed dealing with the similarities and differences of the most easily identified sub-groups of the student population. These units would take the form of guided group discussion units with materials being provided for both the teachers and the students. Part of each curriculum unit would be tape-recorded material designed to set the theme of each discussion session. Such curriculum units could be incorporated into the already existing social studies curriculum and the social studies teachers could be provided with the training necessary to enable them to use the materials. The curriculum development and teacher training could be carried out during the summer months prior to the opening of school. By carefully evaluating the impact of the units, it would be possible to identify other areas where such materials may be of value to the schools and the students. Development of such materials could be accomplished during the regular school year. In this way, it may be possible to institute curriculum units designed to cope with specific problems that may arise during the course of the school year.

A program relative to constructive student participation in planning and implementing successful educational programs in Harrisburg's secondary schools has already been begun. It is the Student Leadership Cadre Program discussed earlier in this document. Although the school reorganization will result in new combinations of students, administrators, and faculty, the participants in this program will be able to contribute heavily to making the coming year a success. It is recommended that this program be continued and expanded to include more students, teachers, and administrators. These groups should meet on a regular basis, preferably weekly. It is felt that continued support, probably on a monthly basis, from the consultants would help insure the success of the program. Two longer, weekend meetings should be provided for each school with the first occurring early in the school year to plan programs for the coming year and to reinforce the working relationships presently being established. The second weekend meeting should be held in January to evaluate progress to date and to plan for the remainder of the year. A major effort should be made to increase faculty participation in this program.

In conclusion, the psychologists feel it is important to recognize that although the proposed programs have dealt specifically with the students, administrators, and teachers of the Harrisburg Secondary Schools, the entire School System would be involved to some degree in such a comprehensive system of programs. It is difficult to conceive of the programs as they are outlined above not involving counselors and other support personnel. Involvement of central administrative staff would undoubtedly be a necessity. The programs are designed to deal with the major problems facing an urban educational system and would require a major commitment on the part of all aspects of that system.

APPENDIX M

CASE HISTORY OF ESAP IN KANKAKEE, ILLINOIS

Principal Investigator:	Jerome G. Tudos Mark Battle Associates
Other Participating Staff:	George T. Donahue, Ed.D. RMC, Inc.
	Robert R. Craft Consultant

KANKAKEE, ILLINOIS

BACKGROUND

Community Description

In 1853, the Illinois Central Railroad was built through the Kankakee area. The City of Kankakee, then called Kankakee Depot, owes its start and much of its early growth to the coming of the railroad, for, by 1858, the population had grown to almost 5,000. From 1873 to 1883, the steamer "Kang Brothers" plied the river from Handford's Landing, 10 miles below Kankakee to Chicago via the river and the Illinois and Michigan Canal. At Kankakee, the meeting place of the overland and water transportation, industrialization had begun and the population had grown to over 8,000.

The natural resources, fertile soil, and early development of the Kankakee area led to a strong agricultural economy. However, Kankakee had always enjoyed some industry. Several companies established in the mid- and late-1800's still operate in the Kankakee area. The population during the strongly agricultural era was mostly Yankee, French, German, and Canadian. The increase of industry in the 1900's brought changes in the makeup of the citizenry. Added to the already existing populace was a large influx of English, Irish, Polish, Bohemian, Slavic, Greek, Armenian, and black persons, swelling the early 1900 population to over 20,000 for the entire area.

During the past 25 years several events have produced great changes in the Kankakee area. World War II brought an increase in both farm and factory production, overall elevation in the economy and in personal income, and major increases in the population. Because the war production activity was concentrated in the nation's major cities, the Chicago region expanded at an unprecedented rate. The increasing growth influence from the Chicago Metropolitan Region is expected to make a further impact upon the Kankakee Metropolitan area in the next two decades.

Kankakee is located 60 miles south of Chicago and 24 miles west of the Illinois-Indiana state line. Today, Kankakee is an industrial, residential, retail, self-sustaining metropolitan complex. Surrounding the city is an agriculture region which is a part of the vast east-central Illinois farm region. The metropolitan area population is approximately 57,000, while the city itself contains a population of 30,529. The total Kankakee County employment is currently close to 40,000. Principal sources of employment in the county are manufacturing, 55 percent; services, 15 percent; trade, 15 percent. Agriculture and transportation each amount to a little over 5 percent of the employment total.

Compared with the state, Kankakee County has relatively more manufacturing employment, and unlike the state, this employment has been growing rather than declining in recent years. Non-agricultural employment in the immediate area of the city of Kankakee has increased so that in addition to functioning as the major commercial/business sector of the county, Kankakee is also the major industrial center. The median income of the Kankakee population is approximately $7,000.

The Kankakee School District covers 48 square miles and includes the city of Kankakee and the village of Aroma Park. The school system consists of 14 schools, two high schools (9-12), two upper grade schools (6-8), two middle grade schools (4-5), and six primary grade schools (K-3).

The student population for the 1970-71 school year was 7,701 with a 21 percent black enrollment. The school district budget for 1970-71 was $7,569,983 with an average per student expenditure of approximately $986 per year.

Social, Political and Racial Context

Commercial and business establishments are integrated in Kankakee, while the housing distribution places the major black population in the northwestern section of the city. Little "social" desegregation occurs in Kankakee; whites traditionally hold all community positions of political and economic value. The exception to this rule is that one of the members of the Board of Education is black. However, there is no real black community figure, with the exception of Mr. John Elliot, who is the community services director for the school district.

Racial incidents during the current school year in the two major high schools were not as frequent nor as violent as had been experienced at the end of last year.

The school district, according to a newspaper article by Mr. Lloyd Fosse, "in the past year has been beset by financial troubles, a teacher's strike, and then last spring, just before closing of school a riot at Westview High School which brought the full focus of attention on racial problems in the district." Dr. Grebner, School Superintendent, said, "We all have prejudices. Yes, we have prejudiced teachers because teachers are human. All human beings whom I know are prejudiced to some degree, including myself. Any white person who denies that he holds any kind of prejudice is most suspect of harboring genuine deep-down prejudice."

The school district's community service director, Mr. John Elliot, relates the need for a change in the present attitude on the part of the school district's administrative staff. He feels that more awareness of community and human relations is needed to bring about a unitary school system that provides quality education to all its students.

The major political issue of the 1970-71 school year was the defeat of the school bond referendum. The opposition that defeated the referendum was primarily led by a very active white community group called Save Our Schools (SOS). As a result of a lack of added revenue, the school district is in serious financial straits and had to pay its teachers in "scrip" during the latter part of the current school year.

School Desegregation

Prior to September 1970, grades K-6 of the public schools of Kankakee were in a state of de facto segregation. On January 16, 1970, HEW regional representatives called for the desegregation of the faculty and students in all Kankakee District schools. On January 26, 1970, the Kankakee School Board adopted a resolution to meet the requirements of the Civil Rights Act of 1964 by desegregating students and faculty in all district schools. The actions of the Board directed the school administration to form a task force to accomplish the following:

- To develop the specific components of the desegregation plan to secure equal educational benefits for all students.
- To secure federal and state financial aid as well as private consulting services to develop and implement an inservice program for school personnel that focused on the extension of positive self-concepts among students in a true unitary school system environment.

In November 1969, the Board of Education adopted a reorganization plan for accommodating additional anticipated student enrollment in the District and for the inclusion of kindergarten, which was subsequently re-established by State Law in September 1970. This plan called for the conversion of the current elementary (1-6), junior high school (7-9), and senior high school (10-12), organization to a

K-5 elementary center, 6-8 upper grade center, and 9-12 senior high school grade arrangement. Building utilization would have made:

- the current elementary neighborhood schools elementary centers, and
- the current junior high schools upper grade centers.

Pupil reassignment would have affected all 6th and 9th grade students and teachers since these teachers were to be reassigned.

In January of 1970, a five-man committee from the Civil Rights Compliance Division of the U. S. Department of Health, Education and Welfare conducted a Civil Rights compliance review of the Kankakee School District No. 111. On January 16, 1970, the HEW representatives orally presented their preliminary findings to the School Board. These findings called for the integration of faculty and students in all schools. The Board and the school administration consulted with a representative of the U. S. Office of Equal Educational Opportunity and discussed the possibility and feasibility of building upon the District's reorganization as the basis for equalizing and improving the educational opportunities of all the District's pupils.

On January 26, 1970, the Board adopted a resolution to meet the requirements of the Civil Rights Act of 1964 by integrating students and faculty in all schools. Further, the Board resolved to achieve true desegregation by modifying the school reorganization plan adopted in September 1969.

The new plan calls for designating the two largest elementary schools, Franklin and Lincoln, as middle grade centers (4-5). All other elementary school will be designated as elementary centers (K-3).

Teacher assignments were made in accordance with HEW guidelines and court decisions so that each school facility maintains a faculty ratio of 20 percent black and 80 percent white. The student and faculty distributions in the Kankakee School District are shown in Tables M-1 and M-2. The major changes in the teacher distribution patterns are reflected in the primary centers and middle schools. The majority of the black teachers from Franklin (which had an all black student population in 1969-70) were transferred to the previously all-white staff at the primary centers in the 1970-71 school year. The reverse is true for the relocation of white middle-grade students to Franklin (all black student population during 1969-70 during the 1970-71 school year. The 1970-71 reorganization and student/teacher distribution resulted in a 22 percent increase in the black teaching staff and an 8 percent increase in the white teaching staff. The total number of students reassigned was 2,500.

Table M-1

STUDENT DISTRIBUTION BY RACE

Schools	Grades	White	Black	Total
Eastridge High School	10-12	760	97	857
Westview High School	10-12	633	138	771
East Junior High School	7-9	713	137	850
West Junior High School	7-9	567	211	778
Total High School:		(2,673)	(583)	(3,256)
Franklin School	1-6	1	498	499
Lincoln School	1-6	297	332	629
Aroma Park School	1-6	301	0	301
Jefferson School	1-3	66	0	66
Lafayette School	1-6	302	0	302
Longfellow School	1-6	244	1	245
Steuben School	1-6	369	0	369
Thomas Edison School	1-6	345	0	345
Mark Twain School	1-6	462	0	462
Taft School	1-6	221	2	223
Washington School	1-6	235	45	280
Total Elementary School:		(2,843)	(878)	(3,721)
GRAND TOTALS		5,516	1,461	6,977

Estimated Student Distribution Beginning in September, 1970

Schools	Grades	White	Black	Total
Eastridge High School	9-12	1,105	133	1,238
Westview High School	9-12	782	241	1,023
Total Senior High School		(1,887)	(374)	(2,261)
East Upper Grade Center	6-8	832	152	984
West Upper Grade Center	6-8	531	196	727
Total Upper Grade Center		(1,363)	(348)	(1,711)
Franklin Middle School	4-5	378	112	490
Lincoln Middle School	4-5	588	178	766
Total Middle School		(966)	(290)	(1,256)
Aroma Park School	K-3	247	78	325
Lafayette School	K-3	247	78	325
Longfellow School	K-3	190	60	250
Steuben School	K-3	304	96	400
Thomas Edison School	K-3	323	102	425
Mark Twain School	K-3	342	108	450
Taft School	K-3	190	60	250
Washington School	K-3	228	72	300
Total Primary School		(2,071)	(654)	(2,725)
GRAND TOTALS		6,287	1,666	7,953

Table M-2

TEACHER DISTRIBUTION BY RACE

	1969-1970		1970-1971		Total Certificated Staff
	Black	White	Black	White	
Primary Centers					
Aroma Park	0	13	4	7½	11½
Edison	0	15	2	12	14
Lafayette/Jefferson	0	16	2	11	13
Longfellow	0	11	2	8½	10½
Mark Twain	0	19	2	16½	18½
Steuben	0	16	2	12	14
Taft	0	10	3	6	9
Washington	0	12	2	8½	10½
			19	82	101
Middle Schools					
Franklin	13	9	3	20	23
Lincoln	8	21	3	29	32
Upper Grade Centers					
East	5	43½	6	47	53
West	5	39½	7	46	53
High Schools					
Eastridge	6	45½	7	63	70
Westview	4	46½	7	56	63
Traveling Staff					
Homebound	0	3	0	3	3
Elem. Music	1	4	1	2	3
Elem. P.E.	0	3	0	2	2
Nurses	0	3	0	4	4
B. E. Coordinator			0	1	1
Reading	0	0	1	5	6
Central Office Staff	1	7	1	8	9
	43	337	55	368	423

ESAP Project Summary

ESAP Budget Summary

ESAP Activity	LEA Activity	Budget
Student-Student Activity	Student Help Program	$ 2,040.00
Counseling Support/Remedial Programs and Materials	Self-Concept Study	$33,920.00
Total		$35,960.00

The Kankakee School District realized that to bring about an orderly transition from a segregated to a unitary system, certain problems would emerge and have to be dealt with.

These problems centered around three major concerns that for the first time:

- Many of the primary and middle grade center teachers would be faced with the problem of relating to multi-ethnic student groups.
- Parents would be sending their children to schools in all black neighborhoods.

To meet these problems the school district initiated two activities. The first of these was a student-to-student Saturday morning hotline established to answer questions of the community regarding race relations. The second was a research effort intended to lay the groundwork for a long-term project to focus on the development of positive self-concepts among students in a reorganized-desegregated school environment.

Bi-Racial Advisory Committee

The ESAP Bi-Racial Committee consists of sixteen members of whom eight are black and eight are white. Seven members are male and the remaining are female. Selection of committee members was made by the Kankakee School District administration. The committee has met only three times this year and attendance has been poor. The committee has no chairman. The following is a list of members and their affiliation:

Name	Affiliation
Mr. Andrew Hargett	Kankakee Community Action Program
Mr. Ron Carcell	United Parents for Exceptional Children
Mr. Richard Keethers	St. Martin's Human Relations Commission
Mr. Virgil Sancken	Public Aide
Mr. James Odeneal	Black Citizens Council of Kankakee
Reverend Wilson	Arbez Coalition
Mrs. Price	Parent
Mrs. Loren Claypool	Parent
Mrs. Tom Malmer	Parent
Mrs. Dennis Yohnka	Parent
Mr. William Dear, Jr.	Parent
Mrs. William Outsen	Parent
Mrs. Turner	Parent
Mrs. Pepper	Parent
Mrs. John Beeson	Parent
Mrs. Fritz	Parent

ESAP ACTIVITIES

"Help a Student Help" Program

A student information program was set up to assist students in resolving questions dealing with race relations. The "Have a Student Help Program," H.A.S.H., is essentially a hot-line program operating on Saturday morning from 9-12. A counselor and two eighth grade students man a telephone in the school office and respond to student inquiries and comments. To date, after 17 Saturdays, they have received approximately 60 calls that mostly concerned personal problems. A log of questions and responses has been kept. The four eighth grade students who man the phone in a team of two on alternate Saturdays are paid $1.60 per hour.

The program to date has not measured up to its original goals and objectives, i.e., dealing with racial problems and attitudes confronting the school community. The basic problems with the program were reported to be:

- The use of eighth grade students was not an effective means of relating to the entire student community;
- Saturday morning is not an advantageous time to conduct the program; and

The Asbury Methodist Church sponsored another hot-line project that is available during more advantageous hours also on Saturday mornings.

The budget allocation for this program was originally fixed at $1,400.

Study of the Development of Positive Self-Concepts

Context

The reorganization/desegregation plan for Kankakee resulted in a wide range of ethnic, cultural, and socio-economic levels within classrooms. This heterogeneity meant that achievement for many classes would decrease; according to school officials, this result was not inconsistent with "numerous previous studies, including the 1968 California Achievement Test administered in the Kankakee schools." It was also felt that teachers in this new multi-ethnic situation tended to over-emphasize and over-react to differences among students and to misinterpret the significance of these differences. All of these factors would lead to a decline in positive self-concept on the part of students, with resultant problems in achievement and behavior. For these reasons, the school board directed the administrative staff to form a task force to "secure federal and state financial aid, as well as consultantship assistance, to bring about an in-service program for the school personnel designed to focus on the development of positive self-concepts among students in a reorganized-desegregated school environment."[1]

Accordingly, with the approval of funds from ESAP, on November 1, 1970 a project with the following goals was officially initiated:

- To provide teachers with a better understanding of the students' needs for developing a positive self-concept;
- To develop a core of trained staff members who could serve as a positive force in treating a concern for developing a student's positive self-concept in an academic environment;
- To develop a plan for creating an awareness of self concept inference for structuring programs to ensure fair treatment to minority groups of students in the classroom.[2]

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[1] Anderson, William F. "A Project Focusing on the Development of Positive Self-Concepts Among Students in a Reorganized-Desegregated School Environment." (The Report of the Kankakee, Illinois Desegregation Project). Unpub. p. 1.

[2] Ibid. p. 2.

Activity Design and Process

The project, as it operated in the 1970-71 term, was conceived and conducted as a research effort and is described as "an initial pilot step of a project aimed at systematically evaluating the development of positive self-concepts...." 1

Staff for the project consisted of two teams, each led by a former teacher with a "good knowledge of the psychological principals which underlie behavior,"[2] and consisting of two teacher aides. Three of the four aides were black. Both teams were involved in the planning process under the supervision of Project Director Randy Lindsey and with the assistance of Consultant William F. Anderson.

The planners reportedly found themselves involved in a theoretical controversy in educational circles between those who hold the opinion that the acquisition of skills, knowledge, and facts is the most appropriate means of bringing about a positive self-concept, and those who believe that the basis of self-concept is in emotional and attitudinal factors and who emphasize the dependency of achievement upon positive self-concept. A research design was selected to test between these two positions, to answer the question "Does a positive self-concept emerge from a decrease of academic deficiencies through remediation procedures, or from a program designed to increase 'success identities' or both, or neither?"

The proceedings of the planning session resulted in the selection of the two by two treatment design illustrated in Figure M-3. The two basic treatments were Glasser's classroom meetings and the remediation procedures of the mobile learning unit. Included in the figure is the number of students who were involved in each of the treatments, as well as the number that was used as a pre-post-control. Thus, the four basic cells of the project were:

(1) Classroom Meetings

Pupils participating in open ended discussions consistent with the writings of William Glasser[3]. Six classes with a total of 150 pupils were involved in these discussion procedures. The goal was

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1. Ibid. p.2 .
2. Ibid. p.4.
3. Glasser, William, Schools Without Failure, New York: Harper, 1969.

Remediation

		-	+
GLASSER	-	Control Group (N=191)	Remediation (mobile learning unit) Group N=133
	+	Open-ended discussion group N=150	Combined treatment group N=146

Figure 3: THE 2 X 2 TREATMENT DESIGN

consistent with the writings of Glasser in that it was hoped that the discussions would increase the positive self-concepts of the children. For approximately thirty minutes, three times per week, these children were removed from the regular class procedures and involved in the open-ended discussions. These lasted a period that began approximately January 15th and were concluded approximately four months later. Six classes were selected for this treatment, three of the fourth grade and three in the fifth.

(2) Remediation Procedures (Mobile Learning Unit)

Here the teams concentrated upon improving the academic skills and knowledge of the pupils. Individual pupils or small groups were removed from the classroom to be engaged in the remediation program. Not all pupils received these remedial attentions for precisely the same amount of time. However, all were involved in the program for the four month period. Here again, six classes were randomly selected for inclusion in this treatment, three for each grade. However, an unforeseen circumstance resulted in a decrease of the anticipated size of the cell due to the refusal by one classroom teacher to permit her students to participate in the remediation program.

(3) Combined Open-ended Discussion and Remediation Procedures

Each of these six classes (N=146) participated in both of the previously described treatments. This cell permitted an analysis of whether a combination of treatments would be more effective than either by itself.

(4) Control Group

This cell consisted of 191 pupils who participated in the study only to the extent that they took the pre- and post-test measures. They represented one baseline for comparison since all were involved in the regular classroom activities but were not involved in either of the two treatments.

For reasons of economy, only two grades were chosen from which to select students. The fourth and fifth grades were selected, according to the Project Director because "the middle grade students would receive the program more readily than the upper grade students since their behavioral attitudes and perceptions tend not to be as rigidly structured as those of the older students. Twenty-three of the available 44 classes were chosen by random selection procedures.

The following instruments were selected for the evaluation:

- Brookover's S:C:A:, Self-concept of Academic Ability Scale,[1] was modified to meet the age, grade, reading, and experiential backgrounds of the children of the project. The response to this instrument was interpreted as a measure of the academic self-concept of the respondents.
- The I.A.R. Scale, developed by Crandall,[2] et. al. permitted an evaluation of the willingness of students to take responsibility for their academic successes and for their academic failures. This instrument required modification in terms of the reading and interpretive characteristics of the fourth grade. Basically, it should be considered as an instrument that differentiates between the I - E characteristics of individuals. The I is the willingness of the respondent to internalize (to take personal or self responsibility) his successes and failures; the E is the tendency of the respondent to externalize or give others credit for his successes and blame "not himself" for his failure.

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[1] Brookover, W. B. "Self Concept of Academic Ability Scale." In Self concept and School Achievement; Educational Publication Services, Mighigan State University East Lansing, Michigan 1962.

[2] Crandall, J., Katovsky, W., Crandall, H. Intellectual Achievement Responsibility Questionnaire. Child Development, 1965, 36, 107-118.

- The third and possibly the most important data of the project were obtained through the administration of a specifically developed semantic differential instrument, based on techniques and procedures developed by Osgood. [1]

The semantic differential is a psychometric technique designed to measure the affective meaning of concepts in terms of components that make up a "semantic space." Results of numerous factor-analyses of concepts rated on bipolar adjective scales (i.e., good-bad, fast, slow, etc.) demonstrate that most of the variability in affective meaning thus measured can be accounted for by three mutually independent factors or clusters of scales. The factors with consistently high loadings are (in order of loading) Evaluative (scales such as good-bad, sweet-sour, etc.) Oriented Activity (active-passive, fast slow, etc.) and Potency(strong-weak, heavy-light, etc.). For the study in question, the semantic space factors selected were (1) Evaluative, and (2) Oriented Activity. The instrument designed required the subjects to respond to certain concepts (i.e., school, teachers, friends) in terms of certain bipolar scales (i.e., good-bad, fast-slow). As can be surmised, the first factor, Evaluative, is a measurement of the tendency of human beings to participate in some internal process(es) which are chiefly evaluative in nature--a mode of evaluation. Used were five scales (pairs of polar words) of which good-bad had the highest loading. The second factor assessed is that which Osgood refers to as Oriented Activity. Scales having high loadings and used in this project were: Hot-cold, fast-slow, alive-dead, and difficult-easy. These two factors account for approximately fifty percent of the semantic space.

Due to the nature of the technique, a virtually endless number of concepts could have been selected for assessment. Here the criterion of utility was the most important in the selection process. The project staff selected the following concepts: school, teachers, me, and friends. The first two concepts permitted an assessment of aspects of the academic self-concept; the last two divulged information about the social self-concept.

The selection of the bipolar scales involved the use of the following criteria: (1) the degree and purity of factorial loadings, (2) readability difficulty of no higher than the third grade (Thorndike-Lorge 1944), and (3) apparent utility value in terms of the selected concepts. The procedures for assessment were among those recommended by the developers of the technique.

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[1] Osgood, C. E., Suci, G. J. and Tannenbaum, P. H: The Measurement of Meaning. The University of Illinois Press, Urbana, 1957.

The study was conducted substantially as planned. Pre-planning, pre-training of the staff, conduct of a pilot study, the treatment experiences of the pupils, and the final analysis of the results were accomplished in approximately nine months, a period of time that the consultant to the project felt "was probably too small a period to expect self-concept changes."[1]

Prior to the initiation of the treatments, all six hundred and twenty participating pupils were pre-tested. This produced baseline data which were statistically compared to post-test scores, thus yielding a measure of change.

Outputs

The test score data were subjected to several statistical analyses, including computation of means and standard deviations, step-wise multiple regression analysis, and analysis of covariance. Table M-3 shows pre-and post-test means and standard deviations for all 620 subjects.[2] The most apparent item of interest in this table is that eight of the eleven measures show a loss rather than a gain! Evaluative scores on school and teachers showed especially large losses.[3] Stated simply, this means that students' regard for both teachers and school dropped considerably over the year. Results of an earlier pilot test were consistent with this outcome in that fifth grade students showed more negative responses than fourth graders on 15 out of 22 comparisons. Covariance analysis confirmed this outcome by showing statistically significant differences between the degree of negativity in responses of fourth graders versus fifth graders. Anderson comments as follows:[4]

> "Possibly, the self-concept scores related to schools were quite startling and a little disappointing. The use of these descriptive terms was a result of the large negative gain scores on all of the school related concepts. School and teachers were the two concepts which showed the greatest evaluative losses. As stated previously, it is not known if these

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[1] Anderson, op. cit. p. 1.

[2] Taken from Anderson, op. cit., p. 17.

[3] No report on the statistical significant of these differences is made by Anderson.

[4] Ibid. p. 49.

Table M-3

PRE AND POST TREATMENT DATA FOR ALL 620 PUPILS OF THE PROJECT

	School		Me		Teachers		Friends		E.I.A.R.		
	Eval.	Or. Act.	Eval.	Or. Act.	Eval.	Or. Act.	Eval.	Or. Act.	Success	Failure	S.C.A.
					Pre Treatment						
M	26.52	17.99	27.24	19.87	28.34	19.33	28.18	19.48	8.25	6.78	33.45
S.D.	6.82	4.48	5.78	3.62	7.31	4.45	6.33	3.98	1.59	2.00	5.99
					Post Treatment						
M	24.06	17.58	26.99	19.99	26.42	18.66	28.47	20.00	8.01	6.60	33.09
S.D.	7.71	4.88	5.85	3.49	8.66	4.60	6.14	3.65	1.83	2.13	5.94
					Mean Gain Scores (Post Minus Pre)						
	-2.46	-0.41	-0.25	0.12	-1.92	-0.67	0.29	0.52	-0.24	-0.18	-0.36

results generalize, but if they do, then one must conclude, or strongly hypothesize, that schools and school related concepts are perceived increasingly more negatively, as the pupils progress from the lower to the higher grades....If this characteristic of negativism toward school and school related activities is broader than the Kankakee schools, then future researchers in this area must acknowledge the fact that a small or zero change from a lower to an upper grade is one of positive growth."

Understandably this problem creates some difficulty in interpreting results, since "success" must often be expressed in terms of "less loss" rather than actual gain.

A comparison of means separated by race and sex (but not by treatment) proved inconclusive. Both sexes and both races showed large losses in School Evaluative and Teacher-Evaluative scores. Black males had fewer losses (seven of the eleven measures) than any other subject group. White females showed most losses (ten of eleven). All groups showed moderate gain or no change on Friends-Activity and Me-Activity. Males of both races showed moderate gains in the Friends-Evaluative dimension. Black females differed from white females in that the former made a strong gain in Friends-Evaluative scores as the latter declined slightly in that regard.

Means and standard deviations were computed for race by sex by treatment for all subjects. Table M-4 for black males is included here as an example.[1]

To determine whether changes in the scores on the eleven measures were significantly different for the two treatment groups and the control group, an analysis of co-variance for a non-orthogonal design was used, and where differences in means were found to be significant, multiple mean comparisons were made to identify the source of difference. Table M-5 summarizes the significant differences thus detected. Anderson summarizes the findings of the study as follows:

> "Although the results of this project were not conclusive enough to clearly support either of the two treatments, the self-concept changes in this short period of time were encouraging. Whether or not these self-concept characteristics of the pupils of the fourth and fifth grades of the Kankakee, Illinois school system generalized to others is not known. However, they are supportive of the innovation systems utilized. It should be noted that the pupils of the treatment groups showed somewhat less negativism about school, teachers, and academic self-concept than the control group.

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[1] Ibid. p. 28.

Table M-4

SELF CONCEPT SCORES, RACE BY SEX BY TREATMENT-BLACK MALES

	Control				Glasser				Remediation				Both Treatments			
Scores	Pre M N=19	Pre S.D.	Post M N=19	Post S.D.	Pre M N=18	Pre S.D.	Post M N=18	Post S.D.	Pre M N=18	Pre S.D.	Post M N=18	Post S.D.	Pre M N=16	Pre S.D.	Post M N=16	Post S.D.
1	29.11	5.58	23.42	8.86	28.06	4.81	24.89	8.20	25.22	7.50	23.61	8.79	27.13	5.02	26.31	6.31
2	19.05	5.86	17.37	5.48	18.72	5.73	17.50	5.47	18.89	3.89	19.94	4.24	17.88	3.93	20.69	3.65
3	27.42	5.75	26.42	7.19	27.44	4.97	26.61	4.51	25.28	6.78	24.61	6.31	26.50	6.54	27.75	7.43
4	19.89	3.76	19.63	3.98	19.67	2.74	20.17	2.87	20.39	3.79	20.72	3.77	19.65	4.05	20.25	5.07
5	28.63	8.36	24.63	8.79	28.11	7.51	28.50	7.99	28.00	6.56	25.61	10.22	24.06	9.31	30.50	5.77
6	20.63	4.37	18.47	5.31	20.00	5.30	19.67	4.28	20.06	4.80	19.17	4.31	19.13	6.47	19.88	3.14
7	27.89	5.59	25.68	7.99	27.72	5.49	28.72	6.13	26.06	7.39	28.39	6.60	24.19	7.88	28.63	8.98
8	20.26	4.83	19.26	3.86	19.56	3.43	20.56	3.93	19.33	6.03	20.72	3.48	19.00	5.18	21.44	4.43
9	8.63	1.46	8.00	2.03	7.61	2.38	7.72	1.74	7.83	1.89	7.39	1.94	8.00	2.07	7.38	2.13
10	5.89	2.33	5.21	1.90	6.17	2.60	6.11	2.61	7.44	1.69	6.56	2.20	6.19	2.01	5.81	2.40
11	34.74	3.91	35.21	4.40	32.72	5.00	33.06	4.00	32.83	6.50	31.89	3.71	33.19	5.27	31.19	5.43

1 School-Evaluative
2 School-Oriented Activity
3 Me-Evaluative
4 Me-Oriented Activity
5 Teachers-Evaluative
6 Teachers-Oriented Activity

7 Friends-Evaluative
8 Friends-Oriented Activity
9 Success-Responsibility
10 Failure-Responsibility
11 Academic Self Concept

Table M-5

SUMMARY OF RESULTS OF COVARIANCE ANALYSIS

Concept/Score	Significant Relationships	Interpretation
School-Evaluative	grade	Fourth grade shows less loss.
	sex	Females show less loss.
	Interaction of Treatments	Control Group shows greatest loss.
School-Activity	Both Treatments	Double-treatment group show positive gain, i.e., school more active than before. All treatment groups show less loss than control group.
Me-Evaluative	sex x grade	Females and fourth grade show greatest loss in evaluation of self.
	Interaction of Treatments	Only the double-treatment group shows gains.
Me-Activity	Remediation Treatment	Remediation treatment shows greatest gains (i.e., in self-perceived activity), especially for black females.
Teacher-Evaluative	sex x race	Black males showed less loss (of regard for teachers) than other groups.
	grade	Fourth grade shows less loss
	Glasser Treatment	Glasser treatment group showed less loss (of regard for teacher) than other groups. Black males showed gains in Glasser treatment and highest gains in double-treatment group
Teacher-Activity	sex	Males perceive less loss in activity on the part of teachers.
	grade	Fourth grade perceives less loss in activity on the part of teachers.
	remediation	Black males and Females and White males (all in remediation group) perceive positive change in teacher activity as opposed to control group. White females in remediation group see negative change in activity of teachers.
	Interaction of Treatments	Indeterminate.
Friends-Evaluative	sex x race x grade	Black fifth grade males show a large positive increase in evaluation of friends--larger than control group.
Friends-Activity	sex x grade	Blacks and Females had positive gain scores; i.e., they perceived friends as more active.
Responsibility For Successes	grade	Fourth grade showed a large loss
Responsibility For Failures	sex	Males became less willing to accept this responsibility.
Academic Self-Concept	None	

Yet, the social self-concept scores and the Gestalt labeled as "Me" did not show losses for the treatment groups. It is not known why there was an insignificant relationships between the school and social variables. For some reason, as school and teachers were perceived more negatively, the perception of friends and self did not decline.

Although the following is of a trend nature since the treatment period was quite short, it should be incorporated in the thinking about the future by the staff of the school system. One of the primary reasons there were not more race differences was the fact that the responses of black males were quite different from those of black females. In the same direction, but to a lesser degree, white females differed from white males. The group of black males tended to show the greatest positive changes in self-concept when they were involved in a Glasser open-ended discussion treatment group. This was not true of black females. White females, as compared to blacks, responded more positively to the remediation program. The combination of the two treatments produced inconsistent results. For certain concepts it was the most effective of the treatments. For others, it showed little, if any improvement over the control group. The reasons "why" were not part of this systematic design but should be investigated in future projects. Based upon previous research, more change of a positive nature in the self-concepts of pupils took place in this project than could have been anticipated."[1]

The "Anderson Report" yields the only concrete information about the project. However, comments by students and staff members consistently indicate a feeling that both the Glasser discussion groups and the Mobile Learning Unit remediation procedures were useful. The Mobile Learning Unit leader from Lincoln school felt that the program not only promoted student-to-student relations, but established better student/teacher relations as well. Student participants, both white and black indicated a real interest in the program and its methodology. They expressed a desire for the continuation of the program next year. They related changes in their racial attitudes and reported that they have developed some definite black-white peer relationships as a result of the mutual respect and understanding in the Glasser group discussions.

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[1] *Ibid.* p. 49.

CONCLUSIONS AND RECOMMENDATIONS

"Have a Student Help"

The obvious difficulties and lack of success encountered by this ESAP activity appear to be the result of inadequate planning and poor selection of personnel. The concept is a laudable one and certainly would have provided a much needed community-based service for its young people. However, no apparent thought was given to effective scheduling of the activity. It is clear that community problems are not necessarily confined to Saturday morning from the hours of 9:00 a.m. to 12:00. The use of eighth grade student counselors to respond to the anticipated inquiries from the entire student community proved to be ill-advised. We would not recommend the continuation of this activity as it is now designed. However, we do believe that because of the unstable racial climate a school-community relations program is needed in Kankakee; we recommend that the school administration explore that need with respect to future programs.

Self-Concept Study

With certain reservations, the self-concept study appears to have been a worthwhile expenditure of ESAP funds. Data analyzed thus far suggest that at least some positive changes occurred for some groups of students as a result of both the Glasser open-ended discussions and the remediation efforts of the Mobile Learning Unit staff. Participating students and staff remain enthusiastic. However, the success of the study as a research effort is seriously hampered by certain theoretical and methodological deficiencies, at least in regard to its characterization in the aforementioned Anderson report. In all fairness, it should be said that the report available to the evaluators is in draft form and that Anderson views the study as an "initial pilot step," and acknowledges a problem in selecting material for the report due to..."the massive amount of data and the tremendous number of permutations...." Be that as it may, the following criticisms are in order:

- Interpretation of findings is lacking. The analytical segments of the paper are little more than a verbal summary of the statistical data, a summary that manifests little familiarity with the particulars of the day-to-day operation of the treatment groups and of the school in general. It is difficult to see how this material is useful to school administration in its present form.

- There is no systematic discussion of the idea of self-concept, though this theoretical construct is the focus of the study. Nor is it made clear how the selected measures of change relate to this construct. Properly speaking, and following Osgood's discussion of the use of the semantic differential in personality research,[1] only the concepts Me-Evaluative and Me-Activity are truly self-concepts. (Perhaps significantly, the SCA scales most clearly related to self-concept showed no significant differences in analysis of covariance.) Friends, teachers, and school might more properly be considered representative of attitudes. These may be brought into a self-concept construct by some definition of the relationships between them and the concept me, accomplished perhaps by the construction of a semantic space through use of the generalized distance formula as described by Osgood.[2]

- There is some evidence of misuderstanding of both technical and theoretical aspects of use of the semantic differential. More than a few times Activity scores were treated in discussion as if they were evaluative in nature, disregarding the statistical and theoretical independence of these dimensions. For example, it was held that "Each treatment, by itself, was clearly superior to the control group..." on the basis of less loss on the Teachers-Activity measure, which actually means that treatment group pupils perceived teachers to be more active than the control group, not that the pupils themselves were somehow improved. In most studies that make use of the semantic differential, the potency factor accounts for as much variance as the activity factor. In this study the potency factor, which would have contributed a useful index of a student's "strength," was ignored for no apparent reason. The Anderson study does not report the semantic differential scores in regard to their scale positions. We cannot determine, for example, from the teacher-evaluative scores, whether students merely disliked their teachers at the beginning of the year and later grew to despise them, or whether they at first adored their teachers and later felt them to be only "good."

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[1] Osgood, et. al., op. cit., p. 217 ff.

[2] Ibid., p. 91 ff.

In summary, it might be said that the above problems detract from the effectiveness of the self-concept-study, but by no means render it useless. Further analysis of the data could well produce more definitive results, and a well-informed effort at interpretation of the data could yield useful information on which to base policy in Kankakee, as well as a contribution to general knowledge of attitudes and self-concepts in elementary school pupils.

It is recommended, contingent on the availability of funds and expertise, that the study of self-concepts continue, with particular regard to further analysis of data already collected, and with attention to the objections raised above. Any further continuation of the study should require a firm basis in attitude and self-concept theory and a more carefully informed knowledge of characteristics of measuring instruments.

APPENDIX N

CASE HISTORY OF ESAP IN MACON, ALABAMA

Principal Investigator:	William C. Watson, Jr. Mark Battle Associates
Other Participating Staff:	Lawrence Weiner RMC, Inc.

MACON COUNTY, ALABAMA

BACKGROUND

Community Description

Macon County, with a population of 23,818 (1970 Census) is located in the southeastern (Black Belt) section of the State of Alabama and has two main towns: Tuskegee, the largest with a population of 10,627, and Nostasulga, a community of fewer than 2,500. The "Black Belt," named for its soil type, became the "Cotton Belt" of Alabama.

As stated in the application profile, the county is strictly rural with two major payrolls, Tuskegee Institute and the United States Veterans Administration Hospital. There is no significant industry, and common to rural counties elsewhere, Macon County continues to suffer a serious problem of out-migration. Economically, the area has declined significantly during the past decade. The area was previously the seat of large cotton plantations and has an unusually large number of low-income black farm laborers. The plantation pattern has changed primarily due to technology, but the poor remain, with more than 40 percent of the total population falling below the poverty index.

The racial balance approximates 85 percent black and 15 percent white, with the blacks holding the main political offices and exercising the major community influence. The flight of white students from the public school system in the county has been documented. Of the 5,211 students in the system, 280 (approximately 5 percent) are white.

The Macon County School District has 11 elementary, junior, and senior high schools with an annual school budget of almost $3 million. For the first time in many years, the Board anticipates finishing the school year with a balanced budget. Ten of the 11 schools have black principals. Two of the schools are totally segregated, and six of the remaining have 2 percent or less white enrollment. The Board of Education employs 234 teachers, 85 percent black, providing a pupil-teacher ratio of about 22 to 1. The County has also hired 129 aides, 90 percent of whom are black. The number of black bus drivers also falls within this percentage range. Thirty-two percent of the remaining staff is white (includes office staff, Head Start teachers, ROTC, transportation and maintenance staff, and laborers).

When the application for Emergency School Assistance funds was written, the number of white children in the public schools was decreasing "at a rate disproportionate to the decrease in County populations." White enrollment dropped from 15 percent in 1961-62 to 5 percent in 1970-71. At the same time, Macon Academy, the segregated (white) private school, has increased its enrollment from 128 in 1963-64 to 454 during the last school year. There is also a similar institution in an adjoining county which attracts white students from the Notasulga community in North Macon.

Macon County faces problems typical of counties that do not have adequate funds. In addition, the County considers its dropout rate rather high. A comprehensive study of the Macon County dropout rate during the past four years determined that there was a 9.4 percent dropout rate. A report submitted to the U. S. Office of Education in April 1971 states, "the problem of dropouts is a problem of significance to the Macon County School System. The population of potential dropouts within the system is extensive and active involvement in the development of a program to eliminate that potential from materializing into a reality is critical."

According to ESAP application, the problems of the Macon County School System may be divided into two broad categories: (1) basic problems; and (2) problems created by segregation, discrimination, and more recently desegregation.

The basic problems have been with the Macon County public school system for many years. Among others, they include the following:

- The major problem in Macon County and across the state is lack of adequate financing. Actually, many problems such as additional teacher personnel, inadequate school buildings, plus curriculum modification are closely associated with the financial situation in the county.
- The present school curriculum is not adequate, particularly to those pupils who do not plan to attend college. This is notably true in the area of vocational education. The curriculum needs to be expanded to include training in skills related to trades and industry.
- Adequate physical plants and school buildings, especially in certain communities are needed. Even though some schools have modern school plants and facilities with adequate maintenance, others do not. Many of the schools are old and overcrowded.
- School dropouts in past years have been rather high as described above. Needs exist for guidance counselors in all of the secondary schools to help eliminate these dropouts and to give direction to the high school student.

- The pupil/teacher ratio, especially in certain schools, needs to be reduced. Additional personnel will correct this situation.
- A problem long overlooked is in the area of adult education. The program can be a real asset to those people who have a sincere desire to improve themselves and better prepare themselves to be productive, useful citizens.

Problems created by segregation, discrimination, and desegregation are deep-seated, self-destructive, complex, and too often self-perpetuating. More specifically, these problems include:

- the white superiority complex, which inhibits acceptance of the concept of equality of the individual;
- the inferiority complex among certain minorities due to having been subjected to the oppression of unequal opportunities;
- low performance due to limited exposure to a variety of experiences;
- lack of equal-level communication channels and opportunities for primary experiences;
- ignorance of, and failure to accept the culture of the opposite race due to a preconceived and sometimes hostile image;
- failure of adults to accept progressive change; and
- limited responsible leadership.

The program will be deemed successful if a critique of the activities by students and parents shows that those involved have shared primary experiences on an equal level and have developed channels of equal-level communications. An additional indication of success would be a reversal in the trend of white withdrawal from the public schools.

Present plans call for the phasing out of Institute Public School over the next three years. Such a process would enable the development of better resources for other schools as well as cope with the declining enrollment. The Saturday Program with its representative black and white student ratio, voluntary participation, parent involvement, high interest content, and adequate information dissemination will help meet the intended goal.

Social, Political, and Racial Context

As earlier indicated, blacks hold most of the political offices in Macon County. Prior to 1954, public governance in Macon County was exclusively white. This is the first year that a black man is Superintendent of the Macon County School System. The Mayor of Tuskegee is white; however all councilmen are black. Macon County was among the first Black Belt counties in Alabama to elect as sheriff a black man, who was subsequently tried for violation of the civil rights of a black prisoner. The black sheriff received support during his trail from the Alabama State's Attorney. Most blacks feel that the support was politically motivated, i.e., the State's Attorney is looking ahead to the next election. Macon County is also the first county in the state to elect a black man as State Senator.

In spite of the small percentage of whites, or perhaps because of it, the racial, social, and political division remains. A good example of the racial and social division is described in a recent article by a syndicated columnist,[1] regarding the inability of black and white doctors to work together in the same hospital. In addition to highlighting the doctors' division, the article shows how the federal government continues to support various levels of segregation and discrimination. The government agreed to build a new hospital so that three white doctors would not have to share a spacious ultramodern hospital with black doctors. The existing hospital has 140 beds, about 50 of which are usually vacant. Moreover, it has an unused floor designed to accommodate an additional 60 beds. The new hospital would cost the taxpayers $750,000, imposing another $500,000 debt on the hard-pressed citizens of Macon County.

A later article (July 1971) indicated that the government had withdrawn its support for the hospital due to numerous irregularities in the application, the lack of need for the hospital, and a threatened suit to halt the project.

An interview with a staff member of a community action agency suggests that much work is still necessary to engender support of both poor and middle-class blacks. Additionally, there was a feeling that the predominantly black school system continued to use inadequate teaching methods and taught subjects that were unrelated to the education of black children. The predominately black community was strongly against a completely black school system. Parents and officials are vitally concerned with maintaining the white students in the public schools of Macon County. There are, however, almost 200 fewer white students enrolled in the public school system than projected in the Macon County desegregation plan.

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[1] Jack Anderson, "The Washington Merry-Go-Round," The Washington Post, Saturday, June 19, 1971.

The Macon County Alabama Board of Education has five members, one Indian (a native of India), three blacks, and one white. The present Board Chairman, Dr. P. K. Biswas, a professor at Tuskegee Institute, has served as Board Chairman for one year. He believes it is essential that the school system receive more money to have quality teachers and build better schools. His feeling is shared by other board members and the Superintendent of Schools, Mr. Ulysses Byas. All agree that the board's relationship with the State Board of Education is positive. They would, however, like for ESAP funds to come directly to the county instead of being funneled through the state.

The School Board has a policy that prohibits school employees from removing their children from the public school to enroll them in local segregated private ones. There have been dismissals as a result of this policy. Except for appeals of these decisions, not much of the board's time was spent on the issue of desegregation this school year. The board's position can perhaps be exemplified by their refusal to provide the Assistant Attorney General of Alabama with information that would aid him in suing the Federal Government for $21 million to reimburse school systems for losses in facilities closed by recent decisions of federal agencies.

School Desegregation

A total of 192 students were reassigned under the approved court-ordered desegregation plan. The Macon County School System serves the entire county, including Tuskegee and Notasulga, its only small towns. The system consists of 11 schools with five in Tuskegee and the remainder scattered over the county. Prior to desegregation, three of these schools were for white only, while the remainder served the black children.

By court order, the Macon County Public School System is now desegregated. The application narrative claims that attendance zones have been established and that there are white and black children in each school except one--D. C. Wolfe High. However, according to a student enrollment form, South Macon is another exception.

Although the public schools are desegregated, the number of white children continues to decrease at a rate disproportionate to the decrease in population. (See Table N-1 for students, teachers, and aides by school and race.) It may be significant to note that the percent of white enrollment dropped from 15 in 1961-62 to 5 in 1970. Over the past ten years, black enrollment dropped 16.4 percent, while white enrollment dropped 75.6 percent. The aggregate or total drop is 25.1 percent.

Table N-1

Student Enrollment, Teachers and Aides Employed by School and Race; January 29, 1971

School	Principal	Students Enrolled		Teachers		Aides	
		Black	White	Black	White	Black	White
Notasulga High	W	264	170	11	8	8	6
Institute High	B	1168	13	47	6	3	0
Tuskegee Public	B	402	38	14	6	10	1
Washington Public	B	435	2	18	2	16	2
Nichols Jr. High	B	315	39	14	2	10	1
C. C. House	B	242	7	11	1	6	0
Lewis Adams	B	487	2	22	1	20	1
South Macon	B	723	0	30	3	16	0
D. C. Wolfe	B	406	0	16	1	1	2
Prairie Farms	B	236	4	9	1	23	0
Shorter Elem.	B	253	5	8	3	3	0
Total		4931	280	200	34	116	13
Percentage		95%	5%	85%	15%	90%	10%

Significant fluctuation has occurred in the number of teachers in the public school system over the past ten years. In 1961-62, there were 264 public school teachers. During the critical years of 1964 and 1965, this number dropped to 164. The total number now stands at 234. In 1962 there were 55 white teachers in the system. This means that while the white enrollment was 15 percent, white teachers were 21 percent. The number of white teachers dropped to 23 by 1965, but has slightly increased since that time to 34 in 1970. The number of black teachers dropped from 209 in 1962 to 96 in 1965. There has been a gradual increase back to 200 in the current year. There are two private schools in Macon County. They are the Saint Joseph's Parochial School, which is operated on an integrated basis; and the Macon Academy, which is attended by whites only.

The Macon Academy was established in 1963. Its enrollment has increased steadily since that date. Union Academy in Tallapoosa County also exerts an influence on the Macon County School System by attracting white students from the Notasulga community in North Macon.

ESAP Project Summary

A major factor in the structure of ESAP was the court order which preceded the program design. The Federal Government allowed the Board of Education to design and put into effect a program that might not have been capable of implementation without ESAP funds. The court made no changes in the desegregation plan submitted by the School Board.

The subsequent decision to structure ESAP in its present form was primarily due to: (1) efforts to increase the educational and cultural experiences of all students; (2) efforts to comply with the court-ordered desegregation plan; (3) an effort to demonstrate the value of student-to-student communication and understanding; and (4) efforts to improve the image of the school system.

Macon County ESAP consisted of a single Non-Ethnic Classes and Materials Activity, the Saturday Program, which received $90,018 and was "designed to meet specific needs in an educational setting that would encourage interaction of student and adult participants as well as develop individual self-confidence through academic and cultural involvement and accomplishment." The objectives upon which the Saturday Program was established as identified through interviews and a review of the project application include the following:

- to improve the public image of the Macon County School System by improving educational opportunities, thereby forestalling the enrollment of the white minority students in private academies and schools;

- to promote student-to-student communication and racial understanding in a non-structured, non-graded atmosphere; and
- to enrich educationally and culturally those deprived children in the school system who, due to educational background and income level, have never had an opportunity to participate in diverse and broadening educational learning experiences.

For 20 consecutive Saturdays, 200 Macon County secondary students have gathered at a central school (Institute High) for the Community Dynamics Workshop, day-long sessions in humanities, science, or the performing arts. Buses provide transportation from outlying areas. Breakfast and lunch are provided at the central school. The students enroll in a given course for a ten-week period, attending three 1 hour 45 minute sessions of that course per Saturday. Small class sizes are maintained to ensure maximum involvement of each participant. Humanities courses are problem-oriented, emphasizing man's relation to his environment and fellowman, both local and universal, the problems encountered therein, and the alternative solutions to those problems. Coordinated activities include the following:

- Macon County Forum provides opportunities for both youth and adults to discuss matters of interest relative to local, national, and world problems.
- Science courses are designed to encourage investigation and experimentation, focusing on projects designed and executed by small groups or teams of students working together. Coordinated activities include a Science Fair at the end of the course and in-school demonstrations of their projects by the participants.
- The performing arts courses stress participation in group performances. Coordinated activities include free school and public performances in dramatics, orchestra, chorus, band, and creative dance.

The black/white ratio of students and staff was to be the same as that of the county's student population. Participants were to be chosen from the 7th through 12th grades. Criteria for selection included: proportionate geographic representation, aptitude for successful participation, financial need, and expressed interest. A stipend of $6.00 per class-day is paid each student participant to compensate for forfeited earning power and to provide incentive for satisfactory performance. Continued enrollment in the program is dependent upon the active participation of the enrollee.

Parents are involved through: (1) serving on the advisory committee, and (2) participation as volunteer enrollees in the Community Dynamics Workshop. Students serve on the student administrative advisory committee, the student standard advisory committee, and the student activities committee. One function of the latter committee is to arrange activities in the area schools and communities that would reflect the racial interaction taking place in the project center.

Bi-Racial Advisory Committee

The initial Advisory Committee approved the ESAP proposal during a lengthy and interesting discussion. All members were concerned with preventing the exodus of white students from the Macon County School System. Realizing that laws are sometimes powerless to force people's compliance against their will, they hoped that the voluntary nature of ESAP would bring about the communication and mutual respect that can result from shared interest. The committee expressed its sincere hope that the Saturday Program (ESAP) would be a small step in bringing together blacks and whites both within the school system and the community.

The initial Bi-Racial Committee did not meet with the approval of the Office of Education because members serving on the committee did not have children in the Macon County School System. Consequently, a second committee was formed, made up of six persons. Among the three minority members, two were appointed by two different PTAs while the third represented the Tuskegee Model Cities Program. All three of the white members were appointed by the loca high school PTAs and are parents of local ESAP participants. The second committee has met only once. However, plans are underway to convene the committee and evaluate the Saturday Program.

Table N-2 shows the names and affiliations of the Bi-Racial Advisory Committee.

ESAP ACTIVITIES

The Saturday Program

Context, Activity Design, and Process

The Saturday Program was initiated November 7, 1970, to motivate and change attitudes of those students who were fearful and hesitant about desegregation as a whole, and to increase students' interaction and knowledge about people of other races. Initially, 267 students in grades 7 through 12 and representing nine of the Macon County Public Schools were enrolled. Two hundred of these students were

Table N-2

MACON COUNTY BI-RACIAL ADVISORY COMMITTEE

Name	Affiliation
Mrs. Edna Green	Parent
Mr. Herman Franklin	Tuskegee Model Cities
Mrs. Mimie Gregory	Parent
Mrs. Susan Wynell Yarbrough	Parent
Mrs. Martha Kedhed	Parent
Mrs. Agnes Ramsey	Parent

paid stipends of $6.00 per class day for 20 consecutive Saturdays, divided into two ten-week terms, "to compensate for forfeited earning power and to provide incentive for satisfactory performance." Bus transportation and two meals (breakfast and lunch) were provided each Saturday. The Saturday Program day began at 8:20 a.m. with breakfast and ended at 3:15 p.m. Class size ranged from 15 to 20 students. The criteria for selection, as outlined by the project application, include proportionate geographic representation, aptitude for successful participation, financial need, and expressed interest. School, grade, and racial quotas were set in an effort to ensure the desired geographic and racial balance. Close to 50 percent of the eligible public school population applied (approximately 1,000 students) for the program.

Six percent of the students enrolled in the program were white, which is slightly more than the planned 5 percent, i.e., the ratio of white students in the County's student population. However, the local administration would have preferred an even higher white enrollment.

Students attended three sessions per day in one of three subject areas: humanities, science, and the performing arts. There are several different classes in each area: (1) humanities (modern humanities, journalism, literary arts, and office science), (2) science (experimental sciences and exploratory math), and (3) performing arts (stringed instruments, choral music and dramatics, interpretive dancing). The humanities courses, for example, "were problem oriented, emphasizing man's relationship to his environment and fellowman." Each course had a specific goal such as participation in county-wide concerts or the Macon County Forum, which was used as one of the measures of success. Within these general limits, the teacher was free to develop course content, keeping in mind that this was to be a "unique educational experience that would permanently influence the student's attitude toward intellectual pursuits." It was also an effective way for black and white children to interact in an unstructured yet productive setting.

The second term (ten weeks) was changed because of student recommendations and evaluations. The day was shortened and the students had a chance to participate in morning and afternoon courses in different subjects. The subjects taught in the second term were: photography, office science, interpretive dancing, rocketry, aviation, modern humanities, string instruments and choral music, junior and senior literary arts, physics, mathematics, junior and senior arts and crafts, junior and senior Afro-American studies, biology, tennis, and badminton. The courses for the second term were chosen by a Saturday Student Council Group. Participants who attended the program both terms received a certificate of recognition.

As of February 1971, 19 teachers were on the payroll for participation in the Saturday Program, plus 12 other staff persons. Head teachers were paid $45 per day and regular teachers $35.

The development of positive communication between parents and the school was also one of the objectives of the Saturday Program. Parents were involved by serving on the Advisory Committee and participating as volunteers in the Community Dynamics Workshop.

According to Mr. Byas, the superintendent of schools, the school board applied for $530,000 in its first draft for ESAP funds. After paring down their application, they eventually wound up with $90,000, which was used in the Saturday Program. One limiting factor in the Saturday Program was that the payment for teaching on Saturday was not enough to attract really qualified and expert people in a variety of subjects. Mr. Byas further explained that it was a challenge to demonstrate that a black majority in a school system did not mean a lack of quality in the educational process. His philosophy was to select the best in traditional educational methods as well as innovative techniques to effectively obtain quality education.

The ESAP application and program was structured basically by three individuals, Mr. Ulysses Byas, the new school superintendent; Mr. Jerry Hollingsworth, Federal Programs Director; and Mr. Ross Dunn, Assistant Director of the ESAP Project. The Advisory Committee assisted in the devising of the application for the grant, although this committee was restructured soon to conform to the Office of Education guidelines regarding racial balance.

Outputs

At the end of the Saturday Program, a program evaluation was asked of the students and teachers. When polled:

- 70 percent of the students felt that the program helped them in their regular school work,
- 66 percent said that they would have stayed in the program without the stipend,
- 77 percent liked the program better than regular school, and
- 93 percent would want to be in the Saturday Program again next year.

The largest complaint voiced by 68 percent of the respondents, from a limited set of choices, was that breakfast was always the same. The next two complaints at 44 and 43 percent respectively were that classes were too long and some students don't cooperate (first term).

The three things the students liked most about the program were (1) that no grades were given, (2) the trips taken, and (3) getting to meet students from other schools. The student evaluation also showed that 42 commented on the program in written form, and of these only 5 were totally negative. (See Figure N-1 for complete figures on the student evaluation of the Saturday Program.)

The Saturday Program teachers were asked to write their evaluation of the 20-week program. Of the evaluations reviewed, all teachers thought the program was a success. The teachers wanted the program continued and recommended that it be adopted as a pilot program for other schools in Alabama and the South. The Saturday Program features that were considered quite positive and could be adopted are (1) the elimination of grades, (2) more freedom for the teachers and students, and (3) the participation of students in planning their curriculum.

Some teachers commented that the student's growth resulted partially from student participation in the planning of the curriculum for themselves.

One reference made in at least three of the evaluations was to the helpfulness of the administration and the organization of the program. The teachers were impressed by the administration's willingness to make arrangements to meet students' needs as outlined by the teachers. "There was none of the usual frustration, discouragement, red tape, and finally abandonment of good plans for instruction encountered here in this program, as is usually encountered in the public school situation."

One teacher observed that the students in the Saturday Program seemed happier and more eager to learn than those in the regular classroom situation, which would naturally lead to student cooperation, excellent attendance, and excellent conduct, about which several teachers commented. This writer did not encounter one mention of a discipline problem.

Summary of Teachers' Evaluation of Saturday Program Pluses

- More than 250 students were exposed to areas of study not offered in the regular school curriculum.
- Field trips were taken which were not permitted in the regular school program.

Tuskegee, Alabama
May, 1971

A. DIRECTIONS: Read the questions carefully; then answer them by making an "X" over "yes" or "no."

1.	Has the Saturday Program helped you in your regular school work?	70% yes	30% no
2.	Would you have stayed in the Saturday Program without your check?	66% yes	34% no
3.	Do you like the Saturday Program better than you like regular school?	77% yes	23% no
4.	If we had the Saturday Program next year, would you want to be in it again?	93% yes	7% no

B. Make an "X" beside the three things below you don't like most about the Saturday Program.

38%	Lunch line is too long
44%	Classes are too long
43%	Some students don't cooperate
5%	We don't do anything in class
68%	Breakfast is always the same
3%	Teachers don't do a good job
15%	There aren't enough different kinds of classes
37%	There aren't enough special activities
8%	The students in my class are too different
7%	We don't have enough to work on in class
11%	We see too many movies

C. Now make an "X" beside the three things you like most about the Saturday Program.

29%	The food is good
40%	The trips we take are good
46%	There are no grades given
35%	The teachers do a good job
26%	We don't have to use books
10%	We see lots of movies
20%	We don't have to do anything if we don't want to
34%	We get to meet students from other schools
21%	We get to do lots of different kinds of things
20%	Everything is relaxed here--nobody fusses at anybody
20%	We have some good assembly programs

D. Please write anything else you would like to say about the Saturday Program on the back of this page.

42 commented; of these 37 were on positive or positive and negative points--
5 were on negative points.

Figure N-1: THE SATURDAY PROGRAM STUDENT EVALUATION

- Provided an opportunity for groups made up of a cross-section of students from different schools to work together and share experiences.
- Ready availability of materials.
- No grades given.
- Students appreciated stipend which brought about improvement of dress.
- Most students would have attended without being paid.
- Breakfast and lunch served.
- There was evidence of bridging the gap between black and white students.
- Black students realized the white teachers were concerned and interested in their learning and in helping them gain academic skills.

Summary of Teacher Evaluations of Saturday Program Minuses

- Afternoon classes too long--scheduling of classes and holidays.
- Location of program should be changed if purpose is to attract more whites.
- Need better physical facilities.
- Course prerequisites must be adhered to if course objectives are to be met.
- Course description should have been prepared. Students were sometimes disappointed when they actually found out what the courses entailed.
- Participants should have been more carefully screened and selected.
- Materials should have been available prior to beginning of program.
- Too little background knowledge of the students.
- Lacked pre-planning and post-evaluation sessions with faculty and administration.
- More financial reimbursement for students, teachers, and the director.
- Some of the teacher were not concerned about the students' lack of awareness of the subject matter being taught.

CONCLUSIONS AND RECOMMENDATIONS

Saturday Program

It appears that the $90,018 ESAP funds received by Macon County were well spent because they served to provide broader educational opportunities for the participants. Additionally, and to the degree possible, it involved both black and white students in specific school and social activities, which had never before occurred in Macon County.

The Saturday Program provides an appropriate setting for dealing with common problems and working together to develop common interest. Such a setting did not exist in the regular school due to disproportionate numbers of community pressures. Other community agencies did not provide these opportunities. Hopefully, the Saturday Program, with its representative black-white ratio, voluntary participation, parent involvement, student guidance, high-interest content, and activities desirable to class size and facilities, and adequate information diseemination created the environment in which the goals and objectives would be met.

The unexpected results of the Saturday Program were the high morale and enthusiasm showed and expressed by the students and teachers. Additionally, the beginning development of student-teacher participation in the curriculum design is worthwhile noting. This process plus the ready availability of materials served to make the Saturday Program "different" from the regular school setting. This notion is somewhat substantiated by the students who said they would have attended the program without pay and the teachers who worked for less than their regular pay.

General

All persons interviewed thought that ESAP Saturday Program was an asset to the school system, specifically for the participants. Those persons who had helped plan the activities were unhappy that the half million dollar request had been reduced to $90,018. The reduction served to eliminate vital components that had been planned.

The blacks are pleased that the new superintendent of schools is black. As a matter of fact, the feeling is that a black man should have occupied that position years ago, based on the ratio of black-white community and school population in Macon County. There is, however, concern that the instructional process and the curriculum have not changed, as they should; in other words, the method of instruction as well as the content of many of the subjects being taught are out of date. A community worker's statement is that blacks continue to be taught white subjects.

There is no evidence that whites are returning or will return to the school system. ESAP may encourage a few to return and economics others. It will take an "all out" effort to persuade whites to return based on long-standing historical and sociological views. A well-structured and broad range ESAP might serve as a determining force to accomplish this goal.

RECOMMENDATIONS

It is recommended that ESAP funds be made available to continue the Macon County's Saturday Program because it served as a significant factor in providing better educational opportunities for the student enrolled.

Major consideration should also be given to the development of a curriculum that can be transferred to the regular school program. It should also seem worthwhile to solicit the support and expertise of personnel from Tuskegee Institute to participate in the redesign of specific subject areas.

More specifically, it is recommended that the Macon County Board of Education be granted ESAP funds for the school year 1971-72 to

- Expand the program to include more students and the involvement of more whites, both students and parents.
- Establish a community information program that includes more news media coverage, newsletters, and circulars. This process would help the school system with its community image while establishing a much-needed dialogue.
- Expand components of the program to the regular school day which allow for more participation by students on a daily basis.
- Begin the curriculum development and revision process of specific subjects that can be transferred to the regular school.
- Employ outside evaluators to examine, in-depth, the subject areas covered during 1970-71 and make recommendations for change.

The most promising program component that might be adopted by other LEAs is the student-teacher curriculum planning committee. This process served to increase the quality of education as well as the students' enthusiasm toward learning.

APPENDIX O

CASE HISTORY OF ESAP IN POLK COUNTY, FLORIDA

Principal Investigator:	Robert C. Appleman Mark Battle Associates
Other Participating Staff:	Eleanor Brown Mark Battle Associates David P. Osborne RMC, Inc.

POLK COUNTY, FLORIDA

BACKGROUND

Community Description

Polk County lies in the very center of Florida, equidistant from the east and west coasts and halfway between the northern boundary of the state and the end of the peninsula. It is about 40 miles wide and 50 miles long. However, the more than 600 lakes account for over 9 percent of this area. The land area is 1,861 square miles. This is exceeded in Florida only by Dade, Collier, and Palm Beach Counties.

The population in 1960 was 193,139, a gain of 57.4 percent over 1950. In 1970 the population was 222,152, a gain of 13.9 percent over 1960. As of 1967, approximately 18 percent of the population was non-white and 29.2 percent of all families had an income of less than $3,000 per year. As classified by the 1960 census, 61.8 percent of the population live in urban areas and 38.2 percent live in rural areas. There are 18 incorporated municipalities and 8 unincorporated communities in the county.

Polk County lies in the center of the phosphate, citrus, and cattle industries of Florida, hence the development of the county has been more diversified than that of some other counties in Florida. It has not grown as much as others in population and tourist trade, but it has become the leading producer of citrus in Florida and of phosphate in the entire world. Polk County, however, remains primarily an agricultural county with citrus being the most important crop. Table O-1 shows the percentage of incomes from various sources.

The Polk County School System is one of the largest in the state geographically and in total student population. It is one of the major business operations in the county. The educational system includes a vocational training center and a county-wide adult program.

Direct control of the schools is vested in the School Board of Polk County, which is composed of five members elected by county-wide vote for four-year overlapping terms, one from each of the five school board election districts. The executive officer and secretary of the School Board is the County Superintendent of Schools, elected at large for a four-year term. He is responsible for the administration of the schools and is assisted by four district superintendents, one of whom is assigned to each of four decentralized sub-districts of the county.

Table O-1

SOURCES OF INCOME

	Polk County	Florida Average
Agriculture	24.6	7.6
Retail and Wholesale Trades	19.3	23.3
Manufacturing	13.5	13.3
Service Trades and Professions	10.8	15.5
Government	8.0	12.4

SOURCES OF INCOME OTHER THAN AGRICULTURE

	Dollars	Percent of Florida Total
Total Retail Sales	164,869,000	3.0
Food Stores	46,979,000	4.2
Automotive Dealers	38,425,000	3.9
Gas Service Stations	12,851,000	3.9
General Merchandise	11,632,000	2.7

There are 81 regular school centers plus one school for exceptional children, five learning centers, and two vocational centers in the county. There are 57 elementary schools, 18 junior high schools, and ten senior high schools.

The pupil enrollment as of the end of the 1969-70 school year was as follows:

Pre-Kindergarten and Kindergarten	1,805
Elementary Students	29,330
Junior High Students	13,633
Senior High Students	9,619
Adult/Vocational	3,546
Total	57,933

Approximately 22 percent or 12,745 of the above students are non-white. Fifty-seven of the schools in the county participate in the Migrant Education Program. Of the estimated student population, about one in every ten is classified as a migrant child.

School personnel employed by the county school system include 2,549 instructional staff and 1,750 non-instructional staff. Eighteen percent of these, or approximately 459 instructional and 315 non-instructional staff members are non-white.

Funds to support the schools in the county are derived from three sources. State funds account for 57.24 percent, local funds 36.02 percent, and federal funds 6.74 percent. The gross budget:

Kindergarten through Grade 12	$50,853,680.89
Current Operations	36,946,006.86
Debt Service	2,332,436.95
Capital Improvement	8,977,259.76
Contracted Programs	2,597,977.32

Social, Political, and Racial Context

Facilities such as hotels, restaurants, and transportation are integrated in Polk County, but there is little social desegregation except in schools and recreational activities. The situation between the races has been described as "tense" by Superintendent W. W. Read. After the initial efforts at busing and the closing of the remaining black high schools, racial strife did erupt in the county and some schools were closed. Some blamed these incidents on "outside agitators" while others felt that both blacks and whites were simply frustrated. Mr. Caldwell, Director of Community School Understanding and Communications pointed out some of the instances where problems are out of proportion in relation to the seriousness of the incidents. He says, "Both blacks and whites are quick to react when any friction or conflict develops between individuals of different races. Minor scuffles, which normally go unnoticed by anyone if the individuals involved were of the same race, are suddenly blown out of proportion when the individuals are from different races."

Rumors can spread very quickly and cause parents and outsiders ready for any kind of action to converge on a school. An example of this was a Winter Haven news article that caused 500 children to be kept home by parents who feared that violence would erupt as a result of the incident. Incidents of a less serious nature also cause difficulty. Some problems that could normally be solved by school officials (human relations coordinators) are taken out into the larger political arenas. In Mulberry there was a problem in the selection of cheerleaders. The incident continued for two weeks and finally involved the NAACP and the school administration.

There seems to be no real radical movement in the county. Mr. Martin Williamson, Director of Special Programs, mentioned that, "while there were Klansmen and very radical blacks in the county, they have been far from vocal."

The school board's attitude toward desegregation is that they simply have no choice but to follow the Court's order. It seems that they are interested not in promoting true integration of the races but only in increasing the toleration of one race for the other. This attitude is evident in the way the schools are run. The administrators appear to react to problems rather than address themselves to the root cause of the problem. This is exemplified by the human relations coordinators, who have plans for meeting and solving racial incidents once they occur, but who are not given enough freedom to go into the schools and look at the causes of these problems to solve them. When they feel they have a solution, they may be pre-empted by the "higher-ups."

School Desegregation

Prior to the 1965-66 school year, integration in the public schools of Polk County was limited to a few cases in which white students chose to attend black schools. Since March 16, 1965, the School Board of Polk County has been under court order in the United States District Court for the Middle District of Florida, Tampa Division (Herman Henry Mills, Jr., et al vs. Board of Public Instruction of Polk County, Florida). At that time a plan for the desegregation of the schools of Polk County was approved by United States District Judge Joseph P. Lieb.

The plan called for the assignment of students to school attendance zones based on geographical proximity, plant capacities, and available transportation. Eleventh and 12th grade students alone were allowed the choice of attending schools where their race was in the majority, if they did not like the school to which they were assigned. The result of this plan was that 171 black students were enrolled in predominantly white schools.

During the 1966-67 school year, the same plan remained in operation, but grade levels were expanded to include all students in grades 7 through 12. This resulted in the enrollment of 951 black students in predominantly white schools.

A deficiency in this plan was that many white students who found themselves in a predominantly black school chose to attend schools where their race was in the majority. This meant that very few white students attended predominantly black schools. As a result of this, a new plan of "freedom of choice" was approved by the courts.

The new "freedom of choice" plan made it possible for a student in grades 1 through 12 to choose any school anywhere in the county, as long as there was room. Transportation was furnished only to the school nearest a student's home. From that school to the school of his choice, transportation was unavailable. The plan was in operation for two years. During the 1967-68 school year, 460 black students were in predominantly white schools. During the 1968-69 school year, 3,650 black students were in predominantly white schools.

A new desegregation plan was approved for the 1969-70 school year. It assigned students to school attendance zones on the basis of geographical proximity, with the right of transfer from a school in which the student was in the majority to a school in which he would be in the minority. This prevented the transfer of white students from predominantly black schools to predominantly white schools. Under this plan over 10,400 (about 92 percent of the black students) attended integrated schools and over 33,800 white students (about 84 percent of the white students) also attended integrated schools. Unfortunately, there still remained three predominantly black schools which had only a few white students enrolled. This was because of the geographical location of the school plants. In 1970-71 this situation was recitified by reassignment of students. There are no longer any predominantly black schools, and a unitary system is in operation.

Every school in the county has had integrated staffs since the 1968-69 school year. At present every school has from 10 percent to 27 percent black teachers on its faculty.

All principals were given an opportunity to recommend areas of need for possible ESAP funding. A compilation of recommendations from principals provided the Federal Projects Division of the district with a priority list. Based on the priority list established, Polk County's program was designed to concentrate on the following:

- promoting understanding and communications between the races;
- remedial and other services to meet the special needs of children; and
- new and varied techniques and materials to serve children from different ethnic backgrounds (after-hour activities, intramural, scholastic, library, musical, and theatrical events).

A personal community activity was designed to promote community understanding. The program consisted of:

- a series of group meetings to be held in the various communities of Polk County. The aim of these group meetings was to bring together interested community members without regard to social, economic, cultural, or ethnic background, to discuss with representatives of the school system those problems that the group believed required discussion and action.
- in-service training for principals, county-level pupil personnel services staff members, black counselors, white counselors, and visiting teachers in the development of communication skills needed to overcome racial barriers.

A remedial programs and materials activity consisted of the purchase of materials concentrated primarily in the area of reading. Although proficiency in reading has always been a problem, desegregation focused greater attention on this problem. Reading was emphasized, but the program included remedial materials in the areas of mathematics, science, and social studies as well.

A student-to-student activity was carried out in which the following community-school functions were held afternoons and weekends:

- special intramural, physical education, and playground programs;
- opening of school libraries;
- instrumental music classes; and
- concerts and dramatic presentations.

An ethnic classes and materials activity consisted of the purchase and use of black literature materials.

In a teacher training activity, a mobile van was purchased and equipped with professional books and materials dealing with the latest information regarding inter-racial relations, individualized instruction, and modern techniques for overcoming instructional difficulties. The van would be scheduled to visit the desegregated schools and provide teachers with materials that could help them deal with problems related to desegregation.

The budget for these activities follows:

RMC Activity Category	LEA Activity	Budget
Personal Community Activities	Community Meetings	$ 4,200
	In-service Training	2,100
Remedial Education Programs and Materials	Remedial Materials	245,093
Ethnic Classes and Materials	Black Literature	1,235
Student-to-Student Activities	School-Community Activities	
	Physical Education Program	63,316
	Library Program	20,000
	Music Classes	18,111
	Music-Dramatics Program	4,000
	(Fixed Charges)	6,145
Teacher Training	Mobile Van Program	12,700
Administrative Personnel	Miscellaneous Administrative Expenses	3,000
	Total	$380,000

BI-RACIAL ADVISORY COMMITTEES

An Adult Bi-Racial Advisory Committee was appointed by the Superintendent, W. W. Read, and has an equal number of minority and non-minority members. Their names and affiliations are listed below:

Adult Bi-Racial Committee

Name	Affiliation
Mr. George Gause	Mayor, City of Bartow
Rev. Jas. L. Williams	Baptist Minister
Mrs. John Cunningham	PTA
Mr. James Austin	NAACP
Mr. Roy L. Caldwell	Education
Mr. James Stephens	Education
Mr. Ralph Stalnaker	Civic Club--Kiwanis
Mr. L. T. Bice	Civic Club, Rotary, and Citrus Industry
Mr. John Alexander	Cattleman's Association
Mr. Rocco English	Winter Haven Booster Club
Mr. Tim Murphy	Knights of Columbus
Mr. Jas. Summerville	Lions Club and American Legion

Student Advisory Committee

Every secondary school participating in the program, except Kathleen Junior High School (which has no black students), has a Student Advisory Committee composed of minority and non-minority children. A training seminar was structured for committee members. These Student Advisory Committees meet more regularly than the Adult Bi-Racial Committee, but they too have problems. Some of the schools inadvertently appointed students to committees when they should have been elected.

The meetings often result in long tirades against the principals. There is a need for more controlled leadership in these committees. An additional problem (especially in Haines City) is that attendance is sometimes very poor.

The minutes of a meeting of one Student Advisory Committee and a student evaluation form for the training seminar are included as Attachment A.

This committee was appointed on October 16, 1970, and had its first and only meeting on October 22, 1970. Although the superintendent has stated that the LEA does consult with the committee with respect to the implementation of the project and the establishment of standards and requirements regarding student activities and affairs, it is believed that there has been a poor flow of information, and that the committee has not been used as effectively as possible. The fact that there has been only one meeting during this time period lends support to this contention.

ESAP ACTIVITIES

Community Meetings

Context and Activity Design

One problem, as identified by the Board of Education and the Administration, is that the students, parents, teachers, and administrators of Polk County have been without clearly defined channels of communication that would promote greater interracial understanding and harmony within the schools and communities. The objective of the community meetings was to establish effective channels of communications between the races. Community members (parents and students) of both races were invited to meet and discuss freely their opinions concerning educational problems and needs. The meetings also would provide a channel of communication by which the participants could provide the school system with information regarding those areas of greatest concern.

Activity Process

The County Coordinator of Human Relations, Mr. Roy Caldwell, and four human relations specialists (employed under the Civil Rights Act, Title IV funding) coordinated all aspects of these group meetings. Refreshments were served to establish a cordial, social, and informal atmosphere that hopefully would lead to the freedom of expression necessary to the success of this program. They also coordinated a series of ten meetings among students, teachers, and principals of both races. These meetings were not disruptive and, as one participant said, "a small beginning was made toward racial harmony."

Outputs

According to Mr. Diaz (the Director of Federal Programs), community meetings were held only when problems arose. Divisions of the population were not overcome in these meetings. Discussions of inter-racial marriage and other controversial topics developed and did little but raise tensions, anxieties, and fears, since no acceptable answers could be reached.

School-Community Activities

Included in this category are an intra-mural physical education and playground program, a library program, a music program, and a concerts and drama program.

Context

The Board of Education and school administration recognized there were few opportunities for cross-cultural experiences outside of school for students of both races. Opportunities were needed that would increase inter-personal contacts looking to overcome the barriers of ignorance and prejudice. If possible, it would be desirable to include both parents and students. Blacks, particularly, looked upon the school system with suspicion. Perhaps a broad program of activities after school hours could help improve the school system's image.

Activity Design and Process

The principals were queried to secure their suggestions and from this poll, the district secured a list of proposed activities. From this list, the activities listed above were structured.

The physical education and playground program was established at both elementary and secondary levels. It operates after school hours and on weekends to accommodate students who are employed after school hours. It is staffed by certified personnel from the regular staff assisted by paraprofessionals. There is at least one certified person on hand for all activities. Both boys and girls participate. All types of ball are played, as well as games.

The library program is an extension of the "Adult Evening Program" concept. All senior high schools were contacted concerning participation in this project. As a result, six libraries were opened after school hours, three libraries provided extra services, and one library opened an extra day. Students come in evenings, frequently with their parents, use the reference resources, borrow books, and do homework. The libraries are staffed by regular school librarians on an overtime basis. They maintain logs of names of users of this service and make periodic reports to the administration.

The music program was structured, as Mr. Diaz explained, "because the administrators felt there was a need to get youngsters together in a harmonious atmosphere."

The program focuses on a series of laboratories, in piano and guitar. The piano laboratories teach six students at a time, while the guitar laboratories teach ten students at a time. Of paramount importance to these laboratories is the enthusiasm of the students, and to date, the response has been overwhelming. There are active plans at the present time for a summer program that will include classes for adults.

Because of the shortage of equipment and the enthusiastic response of the students, the laboratories have had to be moved from place to place to meet the students' demands. The utilization schedule for the laboratories is as follows:

- North Central District. The piano laboratory was placed in the Jewett Elementary School. It remained there for the entire school year. Thereafter, it will be moved on a semester basis to other schools, to meet the needs of a greater number of students. Mrs. Wini Blanchard is in charge.
- East District. The piano lab was placed at first in the Middle School at Lake Walls, but after one semester it was moved as student needs dictated. Mrs. Dorothy Fisher is in charge.
- Southwest District. Mrs. Keatherine Bruckhart is in charge, and here the rotation process has been implemented, again, moving the lab to meet the greatest needs (requests).
- Northwest District. The laboratory is operated in the Keen Elementary School and also will be moved on a semester basis to meet student needs.

The Asolo State Theater Company in conjunction with the Children's Theater Department of Florida University made available a Children's Theater Program as part of its Educational Enrichment Tour of the State of Florida. The play for upper elementary students, Androcles and the Lion, was brought to Polk County as an activity of the Emergency School Assistance Program. The play was a musical version of the well-known story of the Roman slave who was saved from certain death in the arena by a lion whom he had aided a few years earlier in the desert.

Six performances of the play were given in the county beginning on the evening of December 8 and continuing through December 9 and 10. Performances were scheduled in all four areas of the county in the following schools:

December 8	Auburndale Junior High--family evening performance
December 9	Bethune (Haines City)--morning, students
December 9	Roosevelt (Lake Walls)--afternoon, students
December 9	Bartow Elementary--family evening performance
December 10	Jewett Elementary (Winter Haven)--morning, students
December 10	Central Avenue Elementary (Lakeland)--afternoon, students

Concerts were scheduled as follows. Mr. Elwyn Adams, Violin Artist-Teacher at the University of Florida Music Department, made European and American tour this year as concert artist, and for seven years was Concert Master of the Bordeaux France Symphony Orchestra.

May 7, 1971

Elbert Elementary School
Brigham Elementary School
Jewett Elementary School

May 8, 1971

String Round-up and Concerts
Polk Junior College

May 10, 1971

Snively Elementary
Eagle Lake Elementary
Westwood Junior High

May 14, 1971

Bartow Junior
Fort Meade Middle
Mulberry High

May 17, 1971

Spook Hill Elementary
Roosevelt Elementary
Polk Avenue Elementary

May 19, 1971

Cleveland Court Elementary
Griffin Elementary
Padgett Elementary

May 21, 1971

Southwest Elementary
Kathleen Elementary
Lime Street Elementary

Mr. John J. Heney, Xylophone, Percussion, is the only surviving drummer of the famous John Phillip Sousa Band. He gives concerts and lectures in schools and universities over the nation; recently he was soloist with the United States Navy Band.

April 26, 1971

Snively Elementary
Wahneta Elementary
Eagle Lake Elementary

April 27, 1971

Lena Vista Elementary
Auburndale Central Elementary
Inwood Elementary

May 6, 1971

Alturas Elementary
Gibbons Street Elementary
Gulfmind Junior High

May 7, 1971

Davenport Elementary
Eastside Elementary
Dundee Elementary

Outputs

One obvious benefit of the Intra-mural Program is that many black schools remain open as a result of these programs and activities. A local black community leader said, "it indicates to the black community that an effort is being made to make the schools responsive to their needs." However, as one instructor said, "there has been a lack of white participation in these activities which indicates that this is not an effective integration tool."

This does not seem to be borne out by the attendance report for the intramural program which seems to indicate substantial attendance by both blacks and whites--who also appear to be mixing more. There are no data to indicate whether or not attitudinal changes have been brought about. One principal, however, indicated less vandalism and window breakage since the program was established.

In the drama series, the theme of kindness and friendship and respect for life,fit well the purposes of this activity. It gave the children and parents another shared experience and went a long way toward establishing some means of understanding. This activity was also useful in English classes. At Bethune school, for example, 12-year old students wrote letters to Dr. Moses Goldberg of the Theater Department, Florida State University, expressing their appreciation of the play and indicating their interest in seeing others. (See Attachment B)

The concerts also represented an activity that all the students shared. In these presentations, the children, 90 percent of whom had never been to a concert, had the opportunity to go to concerts and ask questions of the performers. This provided additional motivation to any student who had started an instrument, or was thinking of discontinuing. The artists involved in these concerts were diverse, and came mainly from the surrounding universities and colleges. A student who attended these said that she "had no idea that it was so beautiful and so hard to do! And there were black artists!"

Judging by the overwhelming response of the students to the music laboratories and their enthusiasm, the program is a real success. Both blacks and whites are involved, but it is too soon to judge whether or not it is helping reduce racial tensions and improve inter-racial relations.

A summer program for adults is in the planning stage as a result of the experience with the music laboratory program.

Remedial Materials

Context

A large number of students in Polk County were performing below what is considered normal for their grade level. There were various indications of this problem, one being the low scores on county-wide reading tests. The reading norms for the district are shown in Table O-2. Another reason for interest in a reading program was the feedback received from teachers who indicated that they were especially concerned with this problem, and were desirous of reducing reading disabilities.

The problem of reading abilities was compounded in Polk County because of the high incidence of migrant children, who for no reason other than the fact that they, "arrive after the school year has begun and they leave before the school year ends," have reading problems. This is a quote from The Ones From Someplace Else, a Polk County publication that addresses itself to migrant needs.

Special remedial help was also needed (as can be seen also from Table O-2) in the areas of mathematics, science, and social studies. The programs were designed for all grades, but the emphasis was placed on the primary levels and in classroom work where teachers could employ new alternatives.

The number of students by grade reading below the 23rd percentile on the Stanford Achievement Tests, Fall 1970, is shown in Table O-3. The scores show that a large number of students read far below national norms. After a year of the program, comparative tests will be used to measure effectiveness and progress.

The principals were queried as to their needs and the materials were bought and distributed to the schools. With the budget available for materials (see page O-8) and 117 schools to service, it was difficult to avoid spreading resources too thinly. Materials purchased were distributed on a priority basis. The priority system was as follows:

(1)	11 schools	Grades 1-3	Low Priority
(2)	29 schools	Grades 1-3	High Priority
(3)	51 schools	Grades 4-6	Medium Priority
(4)	4 middle schools		Medium Priority
(5)	12 junior high schools		Medium Priority
(6)	10 senior high schools		Medium Priority

Table O-2

DISTRICT GRADE NORMS

	READING		MATH		SOC. STUDIES		OTHER	
	1969 - 70	70 - 71	69-70	70 -71	69 - 70	70 - 71	69-70	70-71
K	NA	NA	NA	NA	NA	NA	NA	NA
1	NA	NA	NA	NA	NA	NA	NA	NA
2	1.6	1.6	1.7	1.7	NA	NA	NA	NA
3	2.3	2.4	2.3	2.4	NA	NA	NA	NA
4	3.0	3.0	3.3	3.1	NA	NA	NA	NA
5	3.8	4.1	4.0	4.1	4.2	4.4	NA	NA
6	4.9	5.0	4.6	4.6	4.9	4.9	NA	NA
7	5.5	5.5	5.4	5.1	5.3	5.3	NA	NA
8	6.4	6.2	5.8	5.6	6.1	5.9	NA	NA
9	*49% tile	50%	47%	49%	49%	56%	NA	NA
10**	62% tile	49%	NA	NA	NA	NA	NA	NA
11*	77% tile	NA	NA	NA	NA	NA	NA	NA
12*	49% tile	51%	46%	48%	46%	49%	NA	NA

Table O-3

POLK COUNTY
NUMBER OF STUDENTS BY GRADE WITH TEST SCORES IN READING BELOW THE 23rd PERCENTILE ACCORDING TO NATIONAL NORMS[a]
Fall 1970

Grade	Number	Percent of Students Tested
1	Not Available	
2	2,898	65
3	2,754	59.7
4	2,376	51
5	1,829	42.2
6	1,771	40.8
7	1,980	44.9
8	2,208	50.5
9	Not Available	
10	1,648	46.2
11	Not Available	
12	Not Available	

a. Stanford Achievement Tests, 1964 Edition

No new staff members were hired; all monies were spent for materials. This followed the pattern established for the entire ESAP program. Mr. Diaz, the Director of Federal Programs, explained this attitude when he said, "If we had known that this was not going to be a one-shot deal, we would have hired people and put them in the junior and senior high schools, trying to work with human relations and other programs." He continued, "We were afraid funding would not continue and we do not want to hire and then have to lay off people."

Outputs

A number of teachers expressed approval of the additional materials. They felt they provided alternative strategies for working with individual children. It is too soon to try to measure the impact of this activity, but since little teacher training and orientation to the new materials was provided, the materials are not likely to achieve their full potential impact. The project seems somewhat inflexible, e.g., all high schools received the same materials. The only feedback the Reading Coordinator gets is what she gleans from the schools she is able to visit. The quantities of equipment are insufficient to teach a whole class, which suggests it might be more effective to siphon students from their regular classes to a central location where the equipment might be housed. Students observed using the new materials, however, seemed interested and involved.

Literature

Context

Since no black studies, except very incidentally, were included in the curriculum, and the demand for it in Polk County is no different than the demand all over the country, the decision was made to try to remedy this injustice. The school administration and board of education, although predominantly white, were concerned about the treatment of minority history and culture in the materials presently in use.

Activity Design and Process

Accordingly, allocation was made from Emergency School Assistance funds for the purchase of black literature in the junior and senior high schools. Four hundred seventy-five dollars was spent for each senior high school, $475 for each junior-senior high, and $285 for each junior high school.

A committee was selected to prepare a bibliography of black studies books for Polk County Schools. The committee met many times, reviewed, criticized, and recommended a bibliography. Mr. Roy L. Caldwell, Coordinator of Human Relations, set the stage for this committee's work when he said, "We want a bibliography of black studies books to meet the needs of Polk County, Florida." The consensus of the committee was that, "the black studies bibliography should:

(1) emphasize black history,

(2) accentuate positive contributions of Negro-Americans,

(3) aid in the development of positive self-concepts,

(4) aid all students to a better understanding of black heritage, and

(5) include books on various reading levels to meet the needs of students."

It was decided that there was a great need for black studies materials at a low reading but high interest level. Books were chosen with illustrations that were not too elementary.

The Black Studies Committee included:

Mr. Roy Caldwell, Coordinator of Human Relations
Mrs. Elizabeth Corley, Librarian
Mrs. Pearleen Moore, Librarian, Golfview Junior High
Mr. James E. Stevens, Southwest Area Program Coordinator
Mrs. Bert Holland, Librarian, Fort Meade Senior High
Mrs. Juanita Edwards, Librarian, Bethune School
Mrs. Laura Caillouet, Librarian, Kathleen Senior High
Mrs. Blanche Daniels, Librarian, Lakeland Senior High
Mr. Charles Coleman, West District Program Coordinator
Mrs. Altamese Littles, Librarian, Roosevelt School, Lake Wales
Miss Ola Belle Tillman, Librarian, Lake Wales Senior High
Mr. A. L. Brodie, East Area Program Coordinator
Mrs. Delores Hansberry, Librarian, Mulberry Middle School
Mrs. Juanita Horne, Librarian, Winter Haven Senior High
Mr. Canary Robinson, North Central Area Program Coordinator
Mrs. Rosabelle Blake, Coordinator of Instruction
Miss Rebecca Keith, Coordinator of Language Arts
Mrs. Marie Whitney, Vice Chairman, Coordinator of Social Studies
Mrs. Evelyn Lee, Chairman, Coordinator of Library Services

The black literature program was integrated with the reading program. Students in the high school utilized some of the books for their English classes.

Outputs

Since the materials were so new and were not in use a sufficient length of time, it is not possible to evaluate this activity. One teacher interviewed, however, said "The material is useful."

Teacher Preparation

Context and Activity Design

Since the county is widely spread out, and there is a need to make professional reading materials available to the professional staff, it was decided to purchase a van and stock it with professional literature. The van would circulate from school to school and make it possible for teachers and administrators to borrow professional publications.

Activity Process

The van has been purchased. Teachers and principals were surveyed to secure their preferences for professional reading. From these suggestions, materials are being purchased. The district is presently searching for someone with library skills who can drive the van from building to building. A schedule has not yet been worked out.

Outputs

Since the activity is not yet operational, no outputs can be identified.

CONCLUSIONS

Special Community Programs

It is thought that the community meetings held in Polk County as a part of Special Community Programs have not warranted the expenditure. As one member of the group stated, "these meetings were held too infrequently and they were called only in times of emergency, resulting in heightened tension and aggravating problems they set out to alleviate."

Effective channels of communication were not established, and social, economic, cultural, and ethnic barriers remain high in Polk County.

In the in-service training meetings for the student advisory committees, some progress was made.

In the light of both of these activities and progress made over the past school year, Mr. Caldwell, Director of Community School Understanding and Communications, could say only, "We are holding our own ... the programs have contributed in some areas to a closer cohesion and understanding among students, teachers, and parents, while in other areas the situation remains explosive."

It is the opinion of some of the participants in these meetings that they, "did not establish the channels of communication they set out to build." Since tensions were high by the time meetings were called, and since the attitude was to call meetings only in the face of some problem, small wonder little was accomplished. At best these meetings served to focus the conflict and produce further reactions in the participants, frequently negative.

School-Community Activities

This has been the most significant of all the activities because it addressed itself to the crux of the problem in a unitary school system--desegregation. By making available a series of activities that has increased inter-personal contacts and cross-cultural experiences, Polk County has gone a long way toward overcoming the barriers of prejudice and ignorance. By bringing parents and students of both races together in concerts, theater performances, library and athletic endeavors, attitudes have changed to a degree. Moreover, this type activity has increased the awareness of the black populace and now, for the first time, many believe that the school board does have their interests at heart and that the efforts to establish a unitary system are genuine.

Remedial Materials

The ESAP funds spent on the reading materials seem to be a worthwhile expenditure. However, the program includes a large number of schools and hence is spread too thinly to be effective. The materials have helped the desegregation process, since black students find these materials much more relevant. It is concluded that the project is worthwhile, subject to the following:

- the resources were spread too thinly--more money is needed to do the complete task, and
- full-time personnel should be hired and should help reading teachers use the materials more effectively--a program of teacher preparation is needed.

GENERAL

There is no question that most blacks in Polk County, since the advent of the unitary school system, have looked upon the system with suspicion. However, over the last year many of the fears and suspicions have eroded, and a new confidence that the system will work has emerged. The attitude of both black parents and students (with few exceptions) is that the system can be made to work.

On the other hand, the white population, though not belligerent, has been wary and suspicious also. Here too, fear and doubt have given way to hope that the system must work, and a great amount of effort has been expended in this direction. There is a small clique that is opposed to the unitary school system and has withdrawn its children from the schools, but it constitutes a very small group.

The program is a start. However, much ethnic and class antagonism has to be overcome in the county. ESAP activities, if extended, can have a direct bearing and impact on how well the desegregation process works in the schools.

RECOMMENDATIONS

On the basis of interviews with participants in the various programs and administrators of these programs, and also on the basis of observations of these activities, it is recommended:

- that if the ESAP program is funded next year, the administration should hire more personnel to execute the tasks that are now being undertaken by an overextended staff. A major weakness this year was the expenditure of all funds on materials and supplementary pay to employees already on board, e.g., the special community activities.
- that the Adult Bi-Racial Committee should meet more often, and that an effective means of communication between members must be established. Further, these meetings should not be called only to respond to problems, but should be held regularly and with an effort to attract parents from different racial, social, and ethnic backgrounds.
- that the reading materials activity be continued and that more funds be spent on materials "to meet the needs of all the schools" (high and low priority). A teacher preparation program is needed to ensure effective use of the materials.

- that the library program, concerts, theater program, and music laboratories be continued. We find these programs not only innovative, but also the programs that have dealt most effectively with the problems of desegregation. Other LEAs might look at this aspect of the Polk County Program for implementation in their districts.
- that the district should involve the human relations specialists and the Student Bi-Racial Advisory Committees to a much greater degree in the decision-making process. This process of discovering and addressing grievances has given excellent results in other LEAs.

ATTACHMENTS TO APPENDIX O

Attachment A

STUDENT ADVISORY COMMITTEE
April 27, 1971

A special meeting was called by the chairman, Alton Randolph, due to tensions after the Cheerleading Assembly. The black students were upset because of the non-representation of black girls, not being qualified to participate in the cheerleading program for next year.

The meeting was held in the Conference Room. Several black male students were asked to attend the meeting. The chairman asked for questions and comments from the invited students. The Student Advisory Committee was asked to present the grades of all the black girls who had been screened out. They were later asked to present the grades of the white girls. This was done and the students checked each of the grades themselves.

Two representatives of the Polk County School Board Human Relations Department were introduced by Mrs. McMillan. They taped the conversation from there on. The representatives recorded their statements and left the room. Several suggestions were made throughout the meeting, and each and every one of them were carefully taken into consideration, and were thoroughly discussed.

After serious discussion, it was moved and seconded and properly passed by the committee that the following resolution be submitted to the Student Council, faculty, and the student body. The cheerleaders will be voted on by the faculty and the student body.

The Student Advisory Committee will meet today, April 27, 1971, at 3:10 with the faculty.

Respectfully submitted,

Jeanie Zinermon & Sandy Ryals
Secretaries

STUDENT ADVISORY COMMITTEE
April 27, 1971

The Student Advisory Committee of Lakeland Senior High presents the following resolution to the student body of L. H. S. and urges its acceptance.

We the student body of L. H. S. feel that two positions should be added to the cheerleading squad to be filled by black girls meeting all previous requirements:

Those black girls with a 2.0 average in each subject, with no Fs recorded in any subject, wishing to try out for cheerleader must sign up in the Guidance Office by 3:30 Friday, April 30, 1971.

On Tuesday, May 4, 1971, the girls having signed up and with the necessary grade point average will be screened by a panel of five black and five white teachers. The maximum number of girls to be presented to the registered student body will be limited to eight. All requirements needed to pass screening will be the same. They are as follows:

3 jumps
2 acrobatics
2 cheers (excluding Two-Bits)

The girls will also be judged on voice, coordination, poise, pep, and jumping ability.

Those girls who pass the screening committee will be presented to the registered voters in an assembly within the week. Voting will take place following the assembly.

No. students in Hm. Rm. ______________
No. students FOR this resolution ______________
No. students AGAINST this resolution ______________

STUDENT ADVISORY COMMITTEE TRAINING SEMINAR
County-Wide, April 17, 1971
Winter Haven High School
Winter Haven, Florida

EVALUATION SHEET

1. What features of the workshop did you like best?

The information sessions.

2. What features did you like least?

The part at the beginning.

3. What suggestions would you make for the improvement of the workshop?

Have the information sessions longer.

4. How would you rate THIS workshop?

Excellent ✓
Good
Fair
Poor

5. Were the speakers interesting and/or informative?

yes

6. Were the group discussions relevant to your school's needs/problems?

not all the time, but they were enough to help.

7. To what degree did YOU benefit from the workshop?

A great deal ✓
Better than average
Some
Little
None

COMMENTS: Dr. Ramsey was very interesting.

Attachment B

Dear Miss Kaith:

Here is a representative sampling of the children's comments about "Androcles and the Lion". The copies are of some letters that I sent to Dr. Goldberg. We didnot attempt to edit or correct these as we felt that the comments would seem more valid untouched

[illegible] L. Wendell
Bethune School.

Bethune School
1300 N. 11^{th} Street
Haines City, Fla. 33844

Dr. Moses Golberg
Theatre Department
Florida State University
Tallahassee, Florida 32306

Dear Dr. Golberg :

I liked your play very much. They did it perfectly. You Don't have to improve it at all it was out of sight. I wish you would bring another play to let Bethune School see the whole class and the whole school liked it very much. Why, after the play they imatated it like they wanted to be in the play.

Sincerenely yours,
Wanda Phillips
of Bethune School
12 years old.

Bethune School
1300 N. 11TH Street
Haine City, Florida 33844

Dear Sir

"I liked your play very much, expecially Isabella. The rest of the play was very good too I hope you won't be mad because I like Isabella better than the others tell "her she is very pretty". I hope the others won't be mad either. I hope the actors never forget the play I won't forget it. I wish I had a copy of it so that we might act it out. The part I think was the best is when Felio was singing the love song to Isabella.

"That is all" "OK"

"Write Back"
"PLEASE"

"OK"

Yours Truly
Johnny Tomlinson
Box 8 Dundee Fla.
Zip Code 33838

MERRY
CHRISTMAS

Write back "OK"

"PS. PLEASE"
"EXCUSE" "MY"
"WRITTING and SPELLING TO"

Bethune School
1300 N. 11th Street
Haines City, Fla. 33841

Dr. Moses Goldberg
Theatre Department
Florida State University
Tallahassee, Florida
32306

Dear Dr. Moses Goldberg

I liked the show very much. It was just fine. I hope you all could come again and preform. There was nothing in the play that I disliked. The characters were great. All of the 7th graders and teachers and visitors enjoyed the play. When you get them to preform again let the show be longer and much more different. The characters were intelligent. The most part I liked best was the captain and Pantalone. Also all of them were just great. Please send them again. Sharon was cute.

Yours truly,
Robin Cobb

Bethune School
1300 N. 11th Street
Haines City, Fla
33844

Dr. Moses Goldberg
Theatre Department
Florida State University
Tallahassee, Fla 32306

Dear Sir.

I liked the play because it was real well played. I would like congradulate the actors for acting out there part real well. I really imagined that they were really in the woods and the old big lion was really after Androcles. The old man really acted out his part, he really acted like he was an old stingy and greedy man. The Captain was the best actor I think though. When the old man hit him on the behind he really acted as if it reall hurt. I would like to thank the sound people for making lifelike sounds for the show. Dr. Goldberg I would like to thank you to for bringing the play to our school, I really enjoyed it.

Yours truly
Ed A. Pate
Mr. Wendell
Period 2

Bethune School
1300 N.W 11 st.
Haines City Fla

Dr. Goldberg,

It was second time I have seen a real play. I must say it was very enjoyable.

The best part, according to me, was when Androcles was in the forest being chased by the Captain and Pantelones.

When the characters walked through the forest it didnt sound just right. I think you could improve that part a bit.

The parts were play very well.

Thank you for, as they pulling it off"

Sincerlay

R. A. Filey

Bethune School
1300 N. 11th Street
Haines City, Fla 33

Dec. 1, 1970

Dear Dr. Mosis Holberg:

It was so good I like every-thing about it. The lion was good actor. The captian is a good actor an all the rest of the actor is good. The lion and the old man was great.

It is the play I've every seen in my whole life. I liked the very much. I bet those actor are the best in the world. I think it was very nice of you to let them perform the play. The nicest thing about the play was how it begin. I which you would came back agin. And perform the same plai agin. Well you came back agin.

From Hiram Evans
to Dr. Moses Hol

Bethune School
1300 N. 11th Street
Haines City, Florida 33844

Dr. Goldberg
Theater Department
Florida State University
Tallehassee, Florida 32306

Dear Dr. Goldberg,

I thoroughly enjoyed the play Androcles and the Lion. I thought the costumes and the props were very good. The characters were good also, especialy Androcles played by Joseph John D'esposito, and Pentalone played by Jim Wrynn.

The only things that I thought could be improved was that sometimes the characters would stand so that you couldn't hear or see them. Otherwise I thought the play was very good.

Sincerely,
Janet Wheeley

Bethune School
1500 N 11th Street
Haines City, Fla.
33844

Dr. Moses Goldberg
Theatre Dept.
Florida State University
Tallahassee, Florida 32306

Dear Dr. Goldberg,

I enjoyed your play tremendously. I thought the actors did an ixellent job portraying their part. You can tell they have taken time and effort to do their best. I agreed with the setting since they do have to set up in a hurry, and if you have any imagination at all you can tell what they're talking about or referring to. I sure every one enjoyed your coming. I hope you can come again to show another wonderful play.

Sincerely yours,
Vickie Williams

Bethune School
1300 N. 11th Street
Haines City, Fla.
33844

Dr. Mosez Goldberg
Theatre Department
Florida State University
Tallahassee, Florida
32306

Dear Dr. Goldberg,

I enjoyedthe play those boys & girls put on. I like [illegible] the best of the play. I hope you all could come again this year. [illegible] the play [illegible] Georgy. I [illegible] like plays like that.

Sincerely, your
Linda Washington

APPENDIX P

CASE HISTORY OF ESAP IN ST. LANDRY PARISH, LOUISIANA

Principal Investigator:	Eleanor Brown Mark Battle Associates
Other Participating Staff:	Norbert S. Sinclair Mark Battle Associates

ST. LANDRY PARISH, LOUISIANA

BACKGROUND

Community Description

St. Landry Parish is in the southwestern part of Louisiana, where the terrain if fairly level and low. Approximately 50 percent of the land is in timber and is sparcely settled, the remainder is farm land, which is densely settled in comparison to farm land in other areas of our nation. The distance from a school in the northeastern part of the parish to a school in the southwestern part is sixty miles. The population of St. Landry Parish is 79,596 (1970 Census). There are two urban areas, Opelousas and Eunice with populations of 20,545 and 11,121, respectively. There are also ten villages and three towns in the parish.

There are only a few small manufacturers in the area. Most employed people are engaged in farm and farm-related occupations, including the retail and wholesale merchandizing of tractors, seed, fertilizers, etc. People are also employed in repair and maintenance services and sales occupations. The professional group is probably slightly larger than is normally found in rural areas. Clerical occupations have about the average ratio of employees to population.

The 1960 U.S. Census reported that St. Landry Parish had 36,727 adults 25 years of age and older. Of this number, 7,358 had no education and 16,723 had completed from one to seven years of school; 65.5 percent of the total had less than eighth grade education. The median grade level for all adults 25 years of age and older was 5.9.

The same census reported St. Landry Parish as having 22,073 people living on 5,029 farms averaging 61.8 acres in size with an average income of $2,266 per farm, and a per capita farm income of $516. The per capita income for the entire population was $892 which ranked the parish at 54 and the 64 parishes. The state average income was $1,431 and the national average was $1,967. The percent of consumer spending units receiving less than $2,500 per year income was 60.7.

The basic economy of the parish was agricultural prior to the discovery of oil in the parish about 35 years ago. The industrial revolution and jet age economy did not affect the people of the parish until recent years. A rapid exit from farms to urban areas of the parish, to other cities in Louisiana and to other states has occurred since that time. This migration has included large numbers of both whites and blacks. The population of the parish has increased very little in the past ten years despite some immigration resulting from development of the oil industry.

The composition of the population of St. Landry Parish has the appearance of a "melting pot." The white population is composed largely of descendants of the Acadians who were forcefullly ejected from Nova Scotia by the English, loaded on ships, and put ashore in South Louisiana. For several generations these people would not send their children to schools where English was spoken or used in the instructional program. They still rebel against being told what to do or being forced to do anything by any government.

The remainder of the whites are descendants of early Spanish and French settlers, migrants to this area from other parts of the United States and immigrants from other nations. Italians and Germans have settled in two areas of the parish in sufficient numbers to maintain some of their traditional customs. Their individual ethnic languages are still spoken in their homes and in conversation with their neighbors. This is true also of the descendants of the Acadians and their friends and neighbors; many speak Creole French or a patois.

The black population is composed largely of the descendants of former slaves and "free mulattoes," the latter were in many instances property owners prior to the Civil War. They settled in two separate areas of the parish, and have distinctive communities. Most of their descendants still speak a French patois.

Citizens of the parish have never been able to give adequate financial support to the school system. Attendance data also indicate poor support. The average attendance for the 1970-71 school term in the fourth month of school was only 63.7 percent from an enrollment of 7,891 pupils. Attendance during the eighth and ninth months of school, where schools operated for nine months, was extremely poor. Some schools operated for only seven months during the 1970-71 school term.

St. Landry Parish spent $19 less per pupil in 1964-65 than the state average. The quality of education was considered inadequate with no high school meeting the minimum requirements of the Southern Association of Secondary Schools and Colleges. All courses were basically college preparatory with no provision made for non-college bound students. All department of the high schools lacked essential equipment and materials.

This picture changed with the availability of funds from ESEA Title I and II, which were used to correct some deficiencies in libraries and teaching aids, as well as to institute new programs of instruction and services.

In 1968-69 the fourth year of ESEA Title I and II programs, the educational situation was improved; however, little change had occurred in the traditional college preparatory program course, and in the design of courses for the non-college-bound student.

Recent school revisions for elimination of deficiencies by inauguration of instructional programs, services, in-service training programs, and by acquisition of many needed teaching aids and facilities is helping the St. Landry Parish schools to provide a more solid education in all schools. Tests scores for the 1969-70 school year show that the parish is still far below national norms. The school administration anticipates that test scores (not yet available) for the 1970-71 school year will be higher and more closely approach the national averages.

The school drop-out problem for St. Landry Parish appears to be under control, and for the 1970-71 school semester, the rate of drop-outs has shown a definite decrease. Comparison of the 1969-70 and the 1970-71 drop-out statistics are as follows:

DROP-OUTS

1969-70 Session

Total School District Enrollment	19,595
Total Number of School Drop-Outs	488
Total Black	237
Total White	251

	Total	Black	White
Elementary (K-6) Drop-Outs	63	28	35
Secondary Drop-Outs (7-12)	425	209	216

1970-71 Session

Total School District Enrollment	21,082
Total Number of School Drop-Outs	316
Total Blacks	178
Total White	138

	Total	Black	White
Elementary (K-6) Drop-Outs	31	18	13
Secondary Drop-Outs (7-12)	285	160	125

Social Political, and Racial Context

Social patterns probably do not differ substantially in St. Landry Parish from patterns to be found in most rural agricultural areas of the nation. People tend to confine their social activities to their religious, occupational, economic, and ethnic groups or follow some other interest common to the members such as a sport or hobby. However, these patterns do not cut across racial lines. Public facilities, such as bowling alleys which are used by individual groups are basically on a segregated basis.

Black political influence is still not a reality on a truly competitive basis for St. Landry Parish. In a recent local election in Opelousas, the black population, with a small majority, still was unable to elect a black candidate to a local political position.

Racial relations, especially on professional levels, on the surface seem to manifest an attitude of tolerance. There is, however, still the underlying feeling of black-white antipathy. Although quantitative or qualitative data to this effect are not available, racial attitudes and ingrained beliefs of centuries' duration appear still to affect relations between the black and white communities in St. Landry Parish. Simply stated, trust has not yet fully matured--this will take time.

At the present time, St. Landry Parish has three large private schools in operation and ten parochial schools. Several other private schools are in the process of being organized. Following court-ordered desegregation, there were year-long demonstrations and picketing and a mass exodus of white students to the quickly formed private academies.

School Desegregation

The school system on July 25, 1969 was ordered by the court, upon request of the Department of Health, Education, and Welfare and the Department of Justice, to change from a dual educational system to a unitary system. At that time, the school administrative and teaching staff presented a list of twenty reasons why the HEW plan could not be executed in the brief time allowed. The objections were adjudged frivolous and the court ordered complete desegregation of the system according to plans presented by HEW.

Superintendent John R. Dupre had meetings with members of the staff, principals, and teachers asking for their cooperation and support to carry out the change from a dual system to a unitary system.

The attitude of the School Board can be expressed by the state, "Since, the court has ordered desegregation of our school system over our objections, and since we have the elected responsibility of providing the best possible school program for the children in our Parish, we will strive to and hopefully attain that objective in the near future. If public education in St. Landry Parish is to survive, we must surmount the obstacles which have resulted from or are incident to a unitary school system."

In late summer of 1969, as a result of the court order, textbooks, equipment, desks, etc., had to be moved to new reassigned schools of attendance. Teachers were reassigned and transportation routes were rerouted. All this was done as rapidly as possible at great expense to the system and with the confusion which always attends anything done so hurriedly, by people inexperienced in large logistic undertakings. The schools opened as planned on September 2, (1969) with pupil registration. On September 5th, the St. Landry Parish School Board meeting was confronted by a protest group of approximately 2,000 whites demanding that the school board close the schools. The board complied with their demands. The schools were re-opened by judicial decree on Friday, September 12, 1969, and have remained open since that time.

The morale of the public ingeneral, at the time, was at an all time low. A concerted effort was being made to recall some of the taxes supporting the public schools. Successful operation of the public school system depended upon this local revenue. Petitions to recall the parish-wide one cent sales tax devoted entirely to teacher's salaries and school operation were widely circulated. Property owners openly stated that they were going to defeat the present maintenance tax when it came up for renewal, and that they would not support a bond issue for capital outlay.

Using information and statistics found in the Coleman Report "Equality of Education Opportunity," and a report of the Civil Rights Commission entitled "Racial Isolation in the Public Schools," the St. Landry Parish School System proposed that they integrate all previously operated white schools on a percentage basis that would be educationally sound and practical and could afford better educational opportunities for the black population. These actions have since been implemented. For the 1970-71 school term, a total of 8,011 students have been reassigned under the court approved desegregation plan.

In 1968-69 there were 11,937 white pupils and 11,003 black pupils enrolled in the public schools of St. Landry Parish. The anticipated enrollment for 1969-70 was 11,752 white and 11,249 black; the actual enrollment at the end of the first six week period on October 16, 1969 was 7,579 white and 10,808 black. Therefore, 4,173 white and 441 black pupils had not yet registered in any public school in St. Landry Parish.

In 1968-69, the school system was composed of 43 schools; 23 with a high percentage of whites, twelve of which were high school; and 20 with all-black pupils, seven of which were high schools. There were 23 Negro teachers teaching in formerly all black schools.

In most areas of the Parish formerly all white schools had become predominately Negro schools because of the boundary lines, the effective boycott by white parents, and the establishment of private schools. This had a very serious impact on the total community. The people, who once looked with pride at their schools,are now looking at them with an entirely different viewpoint. The once peaceful communities are demoralized, fearful, and distrustful. This has had an adverse effect on the many different communities, affecting the economy. entirely disrupting the communities, pitting neighbor against neighbor, and race against race.

Today's enrollment figures total 21,102. Secondar schools total 8,629, 4,387 black students and 4,222 white students. In the elementary schools, the total is 12,473, of which 6,886 are black and 5,587 are white.

The teacher entusiasm was at an all time low, and teachers were leaving the system in large numbers. More were to follow when they became convinced of the near impossibility of the task of teaching children who are generally two to four grades behind grade level. Teachers felt they could not teach children whose interest and motivation were so poor. This is what teachers teaching children of the minority group felt they were facing.

In several instances white patrons had refused to send their children to schools where their race would be in the minority because these schools were located in a black neighborhood.

Table P-1

ESAP BUDGET SUMMARY

RMC Activity Category	LEA Activity	Budget
Personal Community Activity	Parent-Involvement Program	$ 45,176
Non-Ethnic Classes and Materials	Curriculum Revision Materials	120,165
Teacher Training	Teacher Training in Reading Instruction Counselor In-Service Training Teacher Aides	68,192
Facilities Improvement	Mobile Units	52,510
Administrative Personnel	Materials Specialist Administrative Secretary Student Lockers	17,560
Total		$303,603

ESAP Project Summary

The Superintendent at a Board meeting discussed plans for allocating ESAP funds. He said that, subject to Board approval, $45,176 would be spent on parent-involvement programs at five schools--North Elementary, Creswell Elementary, Lawtell High and Elementary, Palmetto High, and Eunice Central Elementary. A total of $150,000 would be spent on new materials badly needed by upper grade under-achievers. $68,202 would go for more guidance counselors, guidance training for opposite-race counseling and teaching aides. A total of $52,510 would be used for puchasing mobile classrooms to provide programs needed but without space, and $17,560 would be for administrative costs.

The Board approved the plan unanimously, but inserted a provision that approval be conditioned upon a legal study of the guidelines to determine whether the Board lost any more authority over its school system. Out of this meeting the Board of Education identified the following problems:

- Parents are non-supportive of school programs, both instructional and extra-curricular. Approximately 70 percent of the parents have less than 8th grade education; many do not know how to support the school and the teachers.
- Integrated activities need to have codes of conduct set and negative peer-group pressures reduced or changed.
- Many pupils lack motivation and cause discipline problems. Many parents are not supportive of the educational process.
- Many teachers are teaching integrated classes for the first time. Materials and tools are inadequate for the unitary system.
- Many teachers are presently teaching out of their fields and need immediate help to improve their teaching of reading.
- Guidance counselors need training in work with youth of the opposite race.
- Much of the equipment needs to be shifted to the proper school and classroom. New inventories need to be made.
- Space is needed to house increased enrollment resulting from pairing and zoning. Students need facilities similar to those at former schools.
- There is a wide range of pupil achievement levels at each age and poor language development of many minority pupils.

The St. Landry Parish School system applied for ESAP funds on September 21, 1971. The activities undertaken, and their budget allocation, are listed in Table P-1.

The Parent-Involvement Program was designed to involve parents in the schools' educational programs and to have parents become supportive rather than indifferent or hostile to public education. The main thrust of the program activity was directed at developing a better school-community relationship. Two parents were hired as field community-aides and a professional as a community agent. In addition to community activities the staff developed some adult basic education classes and classes in sewing, ceramics, and welding for adults.

The non-ethnic classes and materials activity was designed to provide materials suitable for under-achieving students in the areas of mathematics, science, reading, and social studies. Thirty-nine schools were provided with programmed mathematics materials, six schools with special science materials, the Human Value series was introduced into social studies or language arts in all elementary schools, and an individually administered reading inventory was accomplished with some children.

Teacher Training Activities were directed at equipping guidance counsellors and teacher aides with the necessary tools and prerequisites for them to carry out their job in an efficient manner. Guidance counsellors were trained in special psychology courses that were directed at the human relations functions between races. Specific training of the counsellors was aimed at relating to children of opposite races. Twenty teachers who were trained as Reading Specialists were relieved of their classroom duties for forty days to help train other teachers who needed assistance in the teaching of reading. Teacher aides were hired to relieve these specialists of normal duties so that they could undertake this special training.

The Administrative Personnel Activity consisted of employing a black secretary to perform the administrative functions relating to ESAP, and the hiring of a Materials Specialist to identify, inventory, and supervise the transfer of library materials to schools where children were transferred.

Included under Facilities Improvement was the purchase of five mobile units and the purchase and installation of 900 student lockers.

Bi-Racial Advisory Committee

The ESAP Bi-Racial Advisory Committee has ten members of which five are black and five are white. Eight of the members are male and the remaining are female. All committee members are residents of St. Landry Parish and represents a cross section of community organizations. Following is a list of members and their affiliations.

Names	Affiliation
Juan J. Brignac	St. Landry Parish Teachers' Association
Charles E. Bryant	St. Landry Parish Education Association
George Buller	St. Landry Parish Police Jury
A. H. Cloutier	ESEA, Title I
Snoden Grant	PAC - Tri-Parish Progress, Inc.
Richard B. Millspaugh	City of Opelousas Human Relations Council
Edward James Ray	Tri-Parish Progress, Inc.
Mrs. June Savoy	Neighborhood Youth Corporation
Mrs. Lorella Marshall	Housewife
Reverend Fred O. Shirley	Clergy

BRAC members were appointed by the St. Landry School Board. Selection was made on a fifty/fifty, black/white basis with the added condition that half of the committee be parents of children directly affected by the ESA Program.

The first meeting of the BRAC was held on December 15, 1970. Mrs. Charles Loeb, Supervisor for the ESAP Progam, conducted the meetings, which included describing the purpose of ESAP, the composition and function of the General Advisory Committee and a description of the ESA Project components. It was agreed that the committee meet as often as necessary at 3:00 p.m., of the designated date. To date, only three meetings have been held. From the minutes of these meetings, it appears that full coverage and discussion were given to the progress and new developments under the ESA Program.

Each high school (junior and senior) involved in ESAP assistance has set up Student Advisory Committees with membership equally divided between black and white students. The main purpose of these committees is to promote racial understanding, harmony, develop educational interests, and in general work with the school administration in resolving problems in the effective administration of the school system. The Student Advisory Committee operates under the following guidelines:

- To serve as a sounding board for the future Student Body.
- To serve as a consulting body, only in terms of student activities and behavior.
- To act as a liaison between the administration and student body either in reporting student problems or in explaining school policies.

Members are selected by the student body and are observed by counsellors, or teachers, guests and sometimes principals. Most school committees meet once a month. They have been responsible for many of the successful projects undertaken by the schools; one such example was organizing the Award's Banquet which included most of the parents of the student body.

It is interesting to note a comment which Mr. Juan Brignac, St. Landry Parish Teacher's Association, made in reference to the Student Committees. Mr. Brignac stated that, "the Student Advisory Committee is operating very well at Washington High School" (where he is one of the faculty members). He further stated that "the students elected their own officers without the help of adults, and they conduct the meetings without the control of adults." As reported by Mr. Brignac, these students are making good recommendations to the administration at Washington High School, and the administration is responding in a positive manner to these recommendations. He said that, "through this Student Advisory Committee a better understanding between the administration and the student body has developed, thus eliminating many problems."

ESAP ACTIVITIES

Parent Involvement Program

Context

Because of the previous lack of communication, mistrust and misunderstanding between the black and white races, their existed a great need to familiarize parents with the sincerity of teachers and school officials and with the objectives of the school and its curriculum. Other needs included a need for teachers to become acquainted with the parents of the children they teach, particularly those of the opposite race, so as to know their concerns and apprehensions for their children as well as their hopes and aspirations. The teachers need to know about the pupils' home environment so as to better understand them and help them. There is a need to have parents calmly and amicably discuss problems involving their children with the principal or teachers. Pupils need to realize that the school-community relationship is so good that they will not be able to create problems or look for support from home when they have created problems. Parents and teachers need to be taught to recognize that each is part of a team concerned about, and working for, the education of the student, regardless of race. All need to know there is no need for distrust or animosity on the part of anyone--student, parent, or educator.

As a result of the parents' attitudes toward integration of the public schools, and the tension surrounding the situation, many of the extra-curricular activities in the schools were either limited or completely abandoned. Both the white and black parent-teacher organizations were disbanded, leaving the schools with no organized community support. For several years, there were no successful adult classes or adult education programs held in the school. This then was the existing environment for the Parent Involvement pilot program--a community that was in need of convalescence from the recent emotional crisis over school desegregation.

The district elected to establish a program to accomplish the following:

- calling upon parents and explaining what teachers and school officials are doing, and why they are taking certain courses of action;
- acquainting parents with the school curriculum and its objectives;
- arranging introductions to teachers so that parents, children, and teachers would have a better understanding of each other;

- communicating certain home environment circumstances, aspirations, and fears of parents to teachers so that the teachers might have better insights into the students' attitudes and behaviors;
- conveying accurate information to parents for the purpose of eliminating factors resulting from desegregation which interfere with the successful provision of quality education; and
- promoting mutual confidence and understanding among the community racial groups, parents, and the school personnel.

Activity Design and Process

There has been a modest parent involvement program in the District for two and one-half years. The school administration expanded it using ESAP funds. One school area, Lawtell, was chosen.

The selection of the Lawtell School for the Parent Involvement Program was considered a practical one, primarily because of the belief that the school personnel to be involved were of the calibre needed for such an activity. The activity aimed at improving the overall educational levels of all students enrolled in the schools. The program featured activities that were designed to improve parent involvement in the educational life of their children, acquaint parents with what the school is doing, gain support for the public educational process, and bring about a better school-community relationship.

As a further inducement for parents to become involved, adult educational programs were initiated. The adult vocational program featured sewing, welding, and ceramics, while other adult classes focused on helping adults complete academic requirements for a high school diploma.

The activity at the Lawtell School (Lawtell Parent-School Involvement Program) involved the hiring of two parents to work as field community aides throughout the community. The activity also required the services of a black community agent (transferred from the Title IV program) who had proven administrative ability, human relations skills, and direct experience from working on a similar program.

They set to work to make the school a center of community activities. Parents are coming into the schools four nights a week for eight classes. Campaigns were activated to encourage parents to visit the schools, get teachers to visit in the homes, and involve parents in special school activities. Each of 71 teachers is released ten and one-half days for home visitations.

The staff prepared special materials on objectives and techniques for:

- home visits,
- referrals (including a listing of community service agencies),
- neighborhood recreation programs,
- neighborhood improvement projects,
- community service workshops,
- neighborhood study groups,
- parent-child study groups,
- working with parent groups, and
- parent-teacher relationships.

Outputs

The program has shown thus far that parents can become involved in school activities, that they are willing and eager to become involved when the opportunity is properly presented. The school, as a result of parent involvement, has become a center of community and educational activities.

Staff personnel have assisted with the organization of basic adult education classes for parents who have little or no education. One high school class has been organized for the adults of our community who have not completed their high school work. These classes were organized because of the recognized need for more continuous education in the community.

In addition to the adult education classes, classes in sewing, ceramics, and welding have been organized. These were multi-purpose classes. Skills were developed, discussions and demonstrations were conducted, socializing became prevalent, problems were discussed in an effort to find solutions, and in general an atmosphere of communication between the school and home was being developed and enhanced.

A preliminary evaluation report developed by the district reveals the following parent and teacher joint participation up to April, 1971.

	No. of meetings	Total attending
Parent Lunch October-1970	1	17
Kindergarten Parents	1	20
Open House	2	523
Band Concert for parents	1	86
Parent Supper-Nov.1970-Feb.1971	2	78
Booster Club Supper-May 1971	—	—
Awards Banquet-May 7,1971-Lawtell High.	—	—
Parent Banquet-May 19,1971-Lawtell Elem.	—	—

Total attending by race:

Black	White	Total
658	390	1,048

NIGHT CLASSES

Class Enrollment	Black	White	Total
1.High School Adult Class	12	8	20
2.Basic Adult(2 classes)	32	3	35
3.Ceramics	15	15	30
4.Sewing	19	2	21
5.Woodworks	10	3	13
6.Welding	14	9	23
7.Typing	2	11	13
Total:	104	51	155

Home Visitations-------------------School Session--1970-71---Sept.-----April

Teachers---------------------------380

Aides------------------------------252

Community Agent--------------------121

Total------------------------------753

Parents visiting the school:

September-------------------------- 42

October---------------------------- 47 *

November--------------------------- 19

December--------------------------- 69 *

January---------------------------- 22

February--------------------------- 39 *

March------------------------------ 27

April------------------------------ 41 *

May--------------------------------

Total------------------------------293

* Number is high due to parents visiting to help teachers with holiday parties.

Attendance at Mass Parent Meetings:

	No. of Meetings	Total Attending
Lawtell Schools Community Club-(Booster Club)	8	208
Band Booster Club	5	76
Meeting with parents of girls playing basketball.	1	5
Band Parents Meeting	1	35

The report further indicated that the school staff felt generally as follows:

- There has been an improvement in communication between the parents and the teachers.
- There has been a significant decrease in parental support of children in their unwarranted attacks and criticisms of school personnel.
- The hostility of parents toward the school personnel has been minimized.
- Educational and consultative services have been provided for parents.
- The improvement of parents has caused positive changes to be made in the behavior, attitudes, and values of students.

The principal and others interviewed saw the outcomes as follows:

- There has been an increase in parent visitation to school.
- The involvement of parents in the school has increased.
- There is an increase in the number of parents who are reinforcing the school's efforts in the home.
- Communication between parents and the school has improved.
- Parents have increased their efforts to support the school in educating their children.
- There has been an increase in the number of parents who realize and understand the role, nature, and importance of education in the lives of their children.
- More parents have become committed to improving their own education.
- More parents have become committed to improving the education of their children.
- A significant decrease in disciplinary problems has been experienced.
- There has been a significant change in the attitudes and concerns for students by teachers.

Curriculum Revision Materials

Context

A serious problem that faced the St. Landry School Administration was the number of students that were below national scholastic levels. Iowa Tests of Educational Development administered spring 1970 showed that on national norms St. Landry High School seniors were at the 10.0 percentile in reading, 9.5 percentile in general vocabulary, the 8.0 percentile in quantitative thinking, etc. Ninth graders were at the 8.2 percentile in reading, the 6.0 percentile in general vocabulary, and the 6.2 percentile in quantitative thinking, etc. How to raise the educational level of large numbers of students was the obvious problem. To help resolve this problem, a broad-based program of materials procurement was undertaken.

Activity Design and Process

One hundred twenty thousand dollars of ESAP funds were allocated for purchase of instructional materials designed to provide over-age underachievers with high interest, low vocabulary-level materials in reading. Thirty-nine schools were provided with programmed materials in mathematics and six schools with special science materials. All schools in the parish have been supplied with special social studies materials for use in social studies or language arts.

The director of the science and mathematics programs and several teachers indicated that current science books being used in the Science Program have easy experiments, good visual aides, and short chapters. The reading level for these books is at the fourth to fifth grade level, but they are actually being used for students on the seventh grade level. Students, they say, are not having much trouble with the books, and are pleased. The Sullivan Programmed Mathematics Series is being used and is placed in at least one section of a fifth or sixth grade in the 39 schools in the mathematics program. These supplement the standard textbooks.

In Social Studies or Language Arts, the Human Values Series is taught at least once a week. These materials were purchased for all elementary schools in the parish. A compiled evaluation by the School Board on this series is not available to date; however, an informal sample evaluation is shown in the Attachment on comments and reactions of teachers who have used this material.

The ESAP Reading Program conducted a Reading Inventory on all levels (worked on a one-to-one individual level with the student to find the I.Q., instructional level, and reading levels). This was done by the Reading Specialist. The BASAL-Reading

Series (1 to 8) was used,which requires about 20 minutes per child for a Reading Inventory. Hard data were not available at this writing. Evaluation of these materials by teacher questionnaire survey is planned for the end of the school year (see Attachments).

Outputs

It appeared to be a good decision to revise the curriculum to bring up the educational levels of under-achievers. Evidence, at least on the surface, points to the fact that the new materials were well received by both teachers and students alike. It appears that the use of these materials gives the student a sense of accomplishment.

There is some evidence from teacher questionnaires on the Human Value series that some positive changes in behavior and attitudes of students are taking place. However, as noted by observation and confirmed by one advisory specialist, quite frequently there were enough materials in the school that the teachers could have used, but that they did not know they had. So much material had been secured with federal funds that many teachers were simply not aware of what was available to them.

Teacher Training Activities

Context

Prior to desegregation, very few counselors had ever worked with students of the opposite race. That was the make-up of the system: they had no opportunity, thus, no preparation. It was apparent that St. Landry Parish, with 23 guidance counselors in 19 of its schools, needed to expose its counselors to techniques in human relations between races.

The great need for remedial reading and for strengthening the teaching of reading district-wide was pointed up in the previous section by reference to achievement levels on standardized tests. Accordingly, three teacher training activities were organized, one for counselors and one for teachers in the area of reading and in-service courses for aides.

Activity Design and Process

Development of a program for guidance counselors came as a request from the District Supervisor of Guidance, to the Director of University College, University of Southwestern, Louisiana. As requested, two courses were designed: Psychology 508--Practicum in Bi-Racial Counseling by Dr. Lambert, and Psychology 509--Group Processes in Counseling under the direction of Dr. Hotard. Both men are professors at the University of Southwestern Louisiana.

Training sessions were designed to expose counselors to new techniques of problem solving with youth of the opposite race. The training was done in two 12-hour sections with the second section being presented in the spring of 1971. Training sessions were designed and conducted by staff personnel of the University of Southwestern Louisiana. The first section, Psychology 508, dealt with developing empathy, acceptance, and the ability to relate to and communicate with members of a different race. The second section, Psychology 509, will address the dynamics underlying interaction among members of a group and will delve into the problems and processes of working with different kinds of groups--young children, adolescents, boys, girls, whites, blacks, and racially mixed groups. The courses are graduate level and carry a three credit value per section.

In reading, 20 teachers who have been trained as Reading Specialists were relieved of their classroom duties for 40 days so they might help teachers who need additional training in teaching reading. Twenty teacher assistants or aides substituted for the Reading Specialists during their absence from their regular classes. The Reading Specialists helped and trained teachers in the parish schools who lacked knowledge and skills in reading instruction. Their function was to identify reading problems of the individual children and suggest ways and materials to be used to correct the problems. Guidance and information were also provided to teachers for recognizing the symptoms of various reading problems.

Great care was exercised in the selection of the teacher aides. A grant through the Labor Department, arranged by the Evangeline Economic Development District, enabled the teacher aides to enroll in college classes given by the University of Southwestern Louisiana in audio-visual aids and language development.

Outputs

It appears from talking to counselors that the training sessions were both informative and cast a new dimension on their outlooks in dealing with children of opposite races. However, no hard conclusive evidence is available to substantiate these claims.

The outcome of the training of teachers in recognizing reading problems and the development of compensatory programs is also not clear. Perhaps when data (from tests) become available for comparison, some conclusions can be drawn.

The comments of counselors on the first semester of their college program follow:

- Problems faced by students of both races are very similar.
- There isn't a great deal of difference in counseling students of either race.

- White students tend to be more verbal and will express their feelings more freely than Negro students.
- The class has given me more confidence in working with students of the opposite race.
- Some techniques of counseling were reviewed.
- This class has been an opportunity for the counselors of the St. Landry Parish to sit down together and discuss our problems and exchange ideas and opinions.
- This opportunity has afforded counselors of this parish to have a guide and director, with many of our ideas having been corrected, and we have been set on the right path.
- Most of the persons of the opposite race are just not honest about how they feel toward the opposite race.
- The class has helped me to better understand the opposite race through discussions of such things as different meanings of words between the races.
- Effects of backgrounds of opposite race.
- General consensus of feeling by the opposite race.
- Most problems are not really problems as witnessed by contradictions but merely stemming from particular attitudes or prejudices of individuals, the ratio differing from person to person.
- I believe that I have come to know my fellow counselors a little better and found that we all have a lot to learn.
- It has become obvious to me that our techniques are varied but with the same outcome in mind, i.e., helping the student.
- This class has opened my mind about children and pupils in general.
- It brought out the part that all people are human beings and that individual differences do exist.
- It made me aware that all children need guidance and can be guided toward a meaningful future.
- It made me aware that differences do exist, but that an intelligent person can work with children regardless of race, color, or creed--if they so desire.

- A person's attitude can influence an individual which can make his life successful or a failure.
- I was made aware that coming together did help in understanding the existing problems we all face regardless of race, color, or creed.
- That we are experiencing similar problems as counselors that I thought were limited to me.
- Afforded me an opportunity to learn more about each person (counselor) bit by bit.
- Some counselors are defensive of their race or personal views without regard to the total or overall intentions of comments or statements made.

The aides seemed to feel, as they revealed in a group interview, that they all had been inspired to greater confidence and better understanding of the classroom, and communication between teacher and aide and student and aide had improved. They felt they had learned much about themselves and how to improve themselves (especially in the speech class) through communication. The feeling that was portrayed by one teacher aide was, "Now I feel I can truly contribute something unique in the classroom." Another said, "The teachers don't know how to use all the equipment they have. Much of the equipment has accumulated a heavy layer of dust, from lack of use. We feel we have learned because many of us are mothers and we have been able to offer a special concern and closeness that many of the teachers don't have time to give or won't--and learn about our own children and learn why they do what they do because of home or treatment of a person or lack of attention or whatever."

"Learning about other people and new ways of doing simple things in crafts with visual aids has given these people a special ability and they feel they can do more and want to do more," added another teacher.

Facilities Improvement and Administrative Personnel

These activities were designed to:

- Provide the salary and travel for one person to supervise the transfer of equipment and teaching aids to the proper school and classroom. New inventories were needed to show where the aids and equipment were located.
- Provide seven portable classrooms to correct over-crowded conditions at: Grand Coteau Elementary (2), Port Barre High for elementary classes (2), Opelousas Senior High (1), and Sunset High for Industrial Art (2).

- Provide 900 student lockers.

The 900 students lockers are being installed in the schools. To date, 545 are installed. Costs were less than expected because building and installation were carried out by the parish's maintenance crew. The lack of not having one's own locker became a major discipline problem in many of the schools after integration. Books were lost and no one could be held responsible.

The need for hiring a black administrative secretary was clear and she is working out well. Mr. Charles Loeb utilizes his secretary for all of the ESAP activities and recommends her continuation. She works efficiently and is industrious and gets along well with other staff members and secretaries. The Materials Specialist was hired to classify and supervise the relocation of school books. The duties and scheduling of this job are supervised by Mr. Charles Loeb. He selected a very sympathetic, retired, black librarian to implement this task. She is getting the job done and hopes to finish by the fall of 1971.

Five mobile units were purchased and bids for the other two units (Industrial Arts) will come up soon. The mobile units are easing crowded conditions at Grand Coteau Elementary, Sunset High, Opelousas Senior High, and Port Barre High Schools.

Additionally, a commercial washer and dryer for East Junior High School (formerly J. S. Clark) was approved. This was proposed because there is a lack of personal hygiene facilities at this school, and because equipment for the upkeep of the students physical education clothing is urgently needed. The need for this equipment was reinforced by the white community agent who had been visiting parents under the Parent-Involvement Program in Lawtell. She commented, "White parents say, if only they would send them to school clean. Just water and soap. Get them to cooperate."

CONCLUSIONS

Parent Involvement Program

There has been an increase in the number of parents visiting the school, the teachers, and the classes. This increase has been attributed to the visitations to the home by the teachers, community agent, and community aides, informal discussions and other parent-school involvement activities. The school, as a result of the program, has become a center of community activities. The program has further shown that parents can become involved in school activities and that they are willing to become involved when given the opportunity, especially when the difference between an inferior or good education is at stake for their children.

Briefly, the following was observed by the school personnel:

- There has been an improvement in communication between parents, the administration, and teachers.
- There has been a significant decrease in parental support of children in their attacks on and criticism of school personnel.
- The improved outlook of parents has caused positive changes in the behavior, attitude, and values of students.
- There has been a significant decrease in disciplinary problems.
- As a result of the above changes, the value placed on education has been enhanced.
- It appears that community participation in various school activities tends to reduce conflict caused by racial differences.

Curriculum Revision Materials

The curriculum materials secured for the educationally deprived and under-achieving students in the areas of reading, mathematics, science, and social studies appear to have been well received by both teachers and students. It is interesting to note that the materials provided for the students were such that even for those whose reading skills were below level, success could be experienced through mastery of the content (which was visually oriented).

The following conclusions and suggestions are based on observations of the program:

- Materials high in visual content (and low reading level) are an excellent vehicle (at the present time) for the under-achievers.
- A broader spectrum of this type of material (broadening of subject matter) would be helpful for the student, provided the material is available and on the market.
- All teachers using the curriculum materials should be made aware of exactly what types of materials are available and where (i.e., in school inventory, etc.).
- So that a conclusion comparison can be made as to the actual cost/benefit of the program, pre- and post-testing is suggested.
- Workshops should be initiated for teachers to explain new and creative techniques in the utilization of new materials.

Teacher Training Activities

The concept of having reading specialists guide and inform other teachers in specialized techniques for detecting and solving individual reading problems of students is good. The activity was received enthusiastically by the teachers and should succeed. There are no pre- post-test data available. One observation that can be made is that the program could have been more uniform in the dissemination of special reading skills if all the visiting specialists had some master agenda that they could follow. This would make it possible to identify the content of the training and how it was presented, and possibly lead to improvement of the program if done another year.

It is too early to discern the actual impact of the training program for counselors. A consensus of opinions of counselors suggests that the type of training being offered is much needed. No evaluative conclusions can be made at the present.

Facilities Improvement and Administrative Personnel

All of the functions that were carried out under these categories were needed. It appears that these efforts are working out well.

RECOMMENDATIONS

The overall ESAP activities in St. Landry Parish are operating on an effective level. The funds that have been expended via the ESAP grant should be considered as a seeding activity with the full harvest to come in future years.

On the basis of frank interviews and discussions with participants, teachers, aides, and administrators of the ESAP programs, and also on the basis of observation of these activities, we recommend that contingent on the availability of funds, the St. Landry Parish School System pursue the following:

- The Parent-School Involvement Program should be continued but expanded to other schools.
- Provide "sensitivity" training for teachers in dealing with students of the opposite race.
- Continue the training of reading teachers. However, this should be done on a formal basis.
- Provide "better" facilities (in certain schools) which are more conducive to learning. Some of the schools are in very poor physical condition.
- Provide some facilities for duplication of training aids. This would cut costs of materials considerably.

ATTACHMENT TO APPENDIX P

MATERIALS USED IN THE PARENT-INVOLVEMENT PROGRAM

Parent - School Involvement

You are a parent. You became a parent by having a child. Bringing your child into the world is the easy part. Now you must raise your child.

It is never easy to raise a child; nothing of worth is easy. Many parents of today have problems in home management and problems outside the home. What ever else you may have, now you have a child. Because you are a parent - you are responsible for giving your child love and security -- you are responsible for helping the child receive the best education possible and growing into a good person.

Research supports the belief that parent involvement -- in the form of support for school activities, positive change in home environment, and participation in community and school activities -- can improve the educational performance of children.

In the Lawtell Schools community, we are fortunate to have the opportunity to participate in an organized Parent-School-Involvement Program. In this pamphlet you will find ways and means as to how you as parents, can become involved in the education of your children.

What Is Parent - School Involvement?

The home and school are the only two agencies that reach and involve all children. Both the home and school seek to help each child obtain a good education and become a good person. Parent-School Involvement is when the home and school work together to obtain this goal.

Teachers and parents have different roles in the child's development, but they can also help each other. The teacher is interested in each child as a member of a group for about a year at a time, while the parent is concerned with one child for a life time. There are some things, such as family religious beliefs, that only the home can and should teach. There are some things, such as reading, writing, and spelling that the school can teach. There are many things both the home and school can teach. When parents and school personnel work together, to find ways in which they can aid each other in helping teach children all that they are to know, then we have Parent-School Involvement. With children today spending so much of their time between the ages of 6 and 18 at school, parents, teachers, and especially the children have much to gain from Parent-School Involvement.

How Can Parents Become Involved In School Activities?

Parents who visit their children's schools today are often struck by how different education now is from that it was when they went to school. While some schools seem very much the same, others have changed beyond recognition. New school buildings, desks, and playground equipment are different from old models.

But it is not so much the school buildings, but what goes on inside them that confuses many parents. For ways of teaching have changed even when buildings have not. How can parents understand these new changes in education? By becoming involved in school activities.

The following are ten ways to become involved in the school's program:

1. Make sure you know the principal of the school that your child attends.
2. At the beginning of the school year, make sure that you meet all the teachers who work with your child or children.
3. Attend the "Back-to-School-Night" or "Open House" held at the beginning of the school year.
4. By all means, invite your child's teacher by to visit your home.
5. Attend meetings held at school for parents.
6. Join parent organizations and be supportive of their objectives.
7. Visit the school to see how your child is progressing.
8. Attend school activities, such as plays, basketball games and concerts.
9. Attend adult classes held at school or in the community.
10. Teachers need help, give your help in any way possible.

How Can Parents Help Their Child?

Generally, a child's behavior is shaped more by what parents do than what they say. Children can easily tell the difference between what adults say and what they do.

In teaching children ideas and values, parents should remember that ideas "are better caught than taught."

Below is a list of ways in which parents can help their child.

1. Parents should be interested in their child's school work.
2. Parents should be willing to help their child with home work.
3. Parents should spend as much time as possible with their child.
4. Parents should have patience and practice fairness with their child.
5. Parents should "safe guard" their child's health and make his surroundings a safe place for him to grow up in.
6. Parents should teach their child to obey the laws and rules of the community and school.
7. Parents should provide a suitable place for their child to study.
8. Parents should know and understand how their child is being graded at school.
9. Parents should listen to their child and be open-minded.

10. Parents should love and respect their child.

A child is a joy.
A child is a problem.
A child makes you cry.
A child makes you laugh.
A child makes you wonder.
A child makes you proud.

Children Learn What They Live

If a child lives with criticism. He learns to condemn.

If a child lives with hostility. He learns to fight.

If a child lives with ridicule. He learns to be shy.

If a child lives with shame. He learns to feel guilty.

If a child lives with tolerance. He learns to be patient.

If a child lives with encouragement. He learns confidence.

If a child lives with praise. He learns to appreciate.

If a child lives with fairness. He learns justice.

If a child lives with security. He learns to have faith.

If a child lives with approval. He learns to like himself.

If a child lives with acceptance and friendship, he learns to find love in the world.

Remember these things --

If you want an honest child, be an honest parent.

If you want a kind child, be a kind parent.

If you want a fair child, be a fair parent.

If you want a friendly child, be a friendly parent.

If you want a clean child, be a clean parent.

If you want a happy child, be a happy parent.

If you want a loving child, be a loving parent.

Ten Commandments For Parents

I. Thou shalt love thy child with all thy heart, with all thy soul, with all thy strength, but wisely, with all thy mind.

II. Thou shalt think of thy child, not as something belonging to thee, but as a person.

III. Thou shalt regard his respect and love, not as something to be demanded, but something worth earning.

IV. Every time thou art out of patience with thy child's immaturity and blundering, thou shalt call to mind some of the childish adventures and mistakes which attended thine own coming of age.

V. Remember that it is thy child's privilege to make a hero out of thee, and take thou thought to be a proper one.

VI. Remember also that thy example is more eloquent than thy fault-finding and moralizing.

VII. Thou shalt strive to be a sign-post on the highway of life rather than a rut out of which the wheel cannot turn.

VIII. Thou shalt teach thy child to stand on his own feet and face his own problems.

IX. Thou shalt help thy child to see beauty, to practice kindness, to love truth, and to live in friendship.

X. Thou shalt make of the place wherein thou dwellest a real home -- a haven of happiness for thyself, for thy children, for thy friends and for thy children's friends.

(Reprinted from the Parents' Magazine and dedicated to all who accept parenthood as a welcome responsibility and a high privilege.)

Parent Involvement Test

(Give yourself 10 points for each question that you can answer yes to.)

________ 1. Do you know the principal at the school your child attends?

________ 2. Have you met all the teachers who work with your child or children?

________ 3. Have you invited your child's teacher to visit your home?

________ 4. Have you been by the school to see how your child is progressing?

________ 5. Do you belong to any of the parents organizations sponsored by the school?

________ 6. Do you read school notices sent to your home?

________ 7. Do you take an active interest in your child's report card?

________ 8. Do you provide your child with a special place to study?

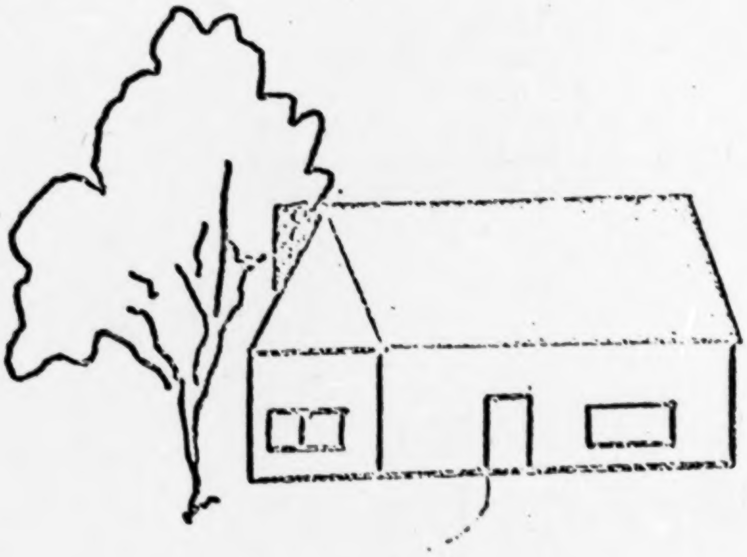
________ 9. Did you attend the "Open House" held this school year?

________ 10. Have you attended any concerts, basketball games or other school activities this school year?

100-90 Excellent
80-90 Good
70-80 Fair
Below 70 Poor involvement

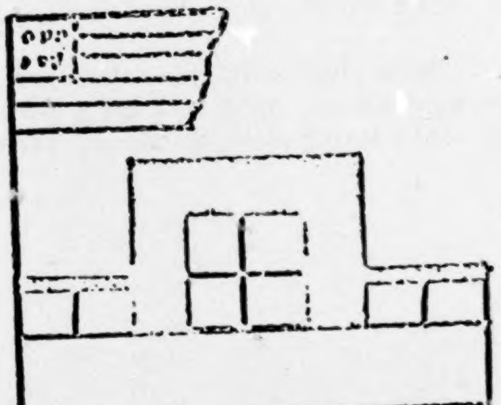
Adult Classes

Adult Education Classes are now being offered at Lawtell Elementary and Lawtell High Schools. Classes being offered are, Basic Adult Education, High School Adult Education, Sewing, Welding, [illegible] and Ceramic. For information call 543-7643.



Parent - School Involvement

Lawtell Schools
Lawtell, Louisiana
St. Landry Parish



OPELOUSAS, LOUISIANA

May 7, 1971

NAME OF SCHOOL ______________________________

TO THE PRINCIPALS
ST. LANDRY PARISH SCHOOLS

Dear Principal:

This Directive is in reference to evaluation of Title 45 Mathematics materials.

Please follow the instructions checked below. All evaluations are due by May 28, 1971. Return to Dale Pefferkorn.

______A. Sullivan Programmed Mathematics.
This material was placed in at least one section of your 5th or 6th grade. The teacher has already been given one page of the evaluation form. Please include all students who used this material. Please have the teacher(s) write any evaluative comments they may have on the back of the sheet.

______B. Evaluation of Supplementary Math Kits.
Please have the teacher(s) who used the following checked kit(s) turn in the completed questionaire attached. A separate questionaire is required for each kit.

________Singer ________SRA ________McCormick Mathers

______C. Evaluation of Science Books.
Please have the teachers who used the Pathways in Science books complete the enclosed questionaire. A separate questionaire should be completed for each subject area.

Sincerely

M. Dale Pefferkorn Supervisor
ST. LANDRY PARISH SCHOOL BOARD

SCIENCE PROJECT
7-8-9th GRADE

Name of School: ______________________________

Name of Teacher: ______________________________

Name of Book Used (Circle) Biology Chemistry Earth Science Physics

(Use back to write on if necessary)

1. How many students used this book?

2. How many of these students do you feel benefited from the use of this book?

3. Did you as a teacher find this book useful as a science text for students with a low reading achievement score?

4. Was the book easy to use?

5. Was there any change in student attitude toward science? If yes, what?

6. Do you think that you could benefit by using this book next year as a basic science text for low readers?

7. Was the book placed in the proper grade level?

8. Are the illustrations accurate and up-to-date?

9. Is the book designed to develop important science concepts.

10. Are the concepts treated within the understanding of the students for whom the book is intended.

11. Are the vocabulary sentence structure and paragraph organization in accord with the ability of the children?

12. Does the book contain an adequate amount of material?

13. Finally do you feel that this book should be considered for adoption as a science text for students with low reading achievement scores?

14. Please add any additional comments or suggestions.

TITLE 45
EVALUATION OF SUPPLEMENTARY
MATH KITS

Name of School: ______________________________

Name of Teacher: ______________________________

Name of Kit (Circle One) SRA Singer McCormick-Mathers

Grade Level(s) of students using kit ______________

(Use back to write on if necessary)

1. How many students used this material?

2. How many of these students do you feel benefited from the use of this material?

3. Did you as a teacher find this kit to be a useful supplement in your math class? If no, why?

4. Was the kit easy to use? If no, why?

5. Was there any change in student attitude toward arithmetic: If yes what?

6. Do you think you can benefit by using this material again next year?

7. Was this kit placed at the proper grade level?

8. Are there any other teachers in your school who have expressed a desire to have a kit of this type? If yes how many?

9. Please explain how you utilized the material in your classroom.

10. Do you feel that you need further in-service from the representative or myself in the use of the kit?

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TITLE 45
SULLIVAN BASAL MATHEMATICS
EVALUATION SHEET
(Return to Dale Pefferkorn by May 28, 1971)

TEACHERS NAME ______________________ SCHOOL NAME ______________________

Student Number	Grade	Student's Name (Optional)	1970 SRA Math Grade Placement	1971 SRA Math Grade Placement	Change (+ or -)	Book Started in	No. of books completed to ½ book	No. of weeks in program
EX. 1	6	John Doe	4.1	4.8	+.7	3	3½	15

THE HUMAN VALUES SERIES
Arnspiger-Rucker-Brill
Steck-Vaughn Company, Publishers
Austin, Texas 78767

EVALUATION FORM

1. After sufficient study do your pupils understand the meaning of, and recognize their own need for, each of the eight values taught in this series? ____yes

2. Do they recognize the eight values as needs and wants of all other people? ____yes

3. Are the children in your class able to identify with the characters and the situations portrayed in the stories? ____yes

4. Do they evidence interest in the stories and feel that they are true to life? ____yes

5. Does the ability of your pupils to pick out value relationships in the stories increase as they progress from story to story? ____yes

6. In class or group discussions of the value relationships in the stories, do the children mention personal experiences similar to those experienced by characters in the stories? ____yes

7. Do they apply understandings gained through value analysis of the stories to their own experiences? ____yes

8. Do your pupils' reactions to the discussions of value relationships indicate better understanding of both themselves and others? ____yes

9. Does your pupils' understanding of the values broaden as they see the variety of value relationships presented in successive stories? ____yes

10. Do the children practice ways of according respect, affection, and the other values? It is often necessary to remind the

11.	Has value analysis of behavior produced favorable changes in the way any individual pupil thinks of himself?	Yes
12.	Has classroom instruction in the eight human values produced noticeable changes in your pupils' attitudes and behavior toward others?	Yes
13.	Did the Teacher's Edition provide you with adequate material and suggestions for implementing the program?	Yes
14.	Would you recommend use of the instructional program provided by THE HUMAN VALUES SERIES as a means of helping children to strengthen and develop their own inner resources?	Definitely

Comments

Many of the children in my class are from deprived homes where there seems to be no sense of the human values. Therefore since they are not taught at home the human values must be stressed from day to day in the classroom and on the playground.

Signed: Joyce C. Ford
Position: Kindergarten Teacher
School: Creswell Elementary
Address: Opelousas, La.

APPENDIX Q

CASE HISTORY OF ESAP IN SUMTER, SOUTH CAROLINA

Principal Investigator:	Robert C. Appleman Mark Battle Associates
Other Participating Staff:	Eleanor Brown Barbara J. Diggs Mark Battle Associates

SUMTER, SOUTH CAROLINA

BACKGROUND

Community Description

Sumter School District Seventeen is one of two school districts located in Sumter County, South Carolina. The city of Sumter is the county seat and has a population of 23,553 (1970 census). Approximately 32 percent of the population is black. It is one of the country's foremost furniture producing cities; textile industries, foundries, chemical plants, mobile homes, and agriculture, are also important contributors to the local economy. Sumter is serviced by five radio stations and one daily newspaper, The Sumter Daily Item. Shaw Air Force Base is located two miles north of the city limits.

The student population of Sumter School District Seventeen is approximately 12,422; 95 percent or 11,943 of these students are enrolled in public schools, and the other five percent (814) of the students are enrolled in private schools. The Emergency School Assistance Program project director stated that "four private schools have emerged within the last four years" (since the direct order for the desegregation of public schools). As of March 3, 1971, forty-two percent of the school district's student population is from low-income families; of those students enrolled in public schools, approximately 5,508 are black and 5,995 are white.

Sumter School District Seventeen has total expenditures of $4,862,670 for the school year 1970-71. It provides $431.28 per pupil including local, state and federal aid. The assessment per student is below state average and below average for the other districts in the state. The district is presently requesting an increase of 16 mills in order to raise teacher salaries in an effort to maintain quality staff.

The beginning of the 1970-71 school year presented many problems for the school district. There was concern with these major elements: (1) implementation of a successful desegregation plan, (2) the apparent need for an improved curriculum, and (3) the racial tensions brought about by desegregation.

The following are problems or needs acknowledged by the School Board:

- The need to expand special community understanding in order to rebuild the white community's confidence and support in the public schools (as a unitary system).
- The need to establish early childhood programs which would cultivate healthy racial attitudes before formal school.
- To provide a "trust" relationship between black and white students.
- To expose teachers to the concepts of the open classroom and team-teaching in an effort to reach those students who are slow learners in a traditional classroom setting and reduce discipline problems.
- The need to successfully affect good and trusting relations between teacher and pupil.
- The need for pre-vocational guidance.
- The need to revise the school curriculum in such a manner that Black Studies are integrated into the established curriculum.

The dropout rate has been one of the school districts' major concerns. Dropout figures are as follows:

	1969-70			1970-71		
	Black	White	Total	Black	White	Total
Sumter High (Haynsworth)	--	21	21	10	26	36
Sumter High (Council)	44	--	44	8	9	17
Alice Drive Jr..	1	--	1	1	--	1
Bates Jr.	12	--	12	11	8	19
McLaurin Jr.	--	--	--	--	1	1
Savage-Glover Elementary	1	--	1	--	--	--
TOTAL	58	21	79	30	44	74

Sumter School District Seventeen experienced a series of disruptive incidents in its schools, and for five months of the school year 1970-1971, the schools were racially tense. Black students on both Sumter High School campuses boycotted classes and presented a list of grievances to the school board. During these disturbances, two students were arrested and approximately 131 students were suspended. The Ombudsman (or Race Relations Aide) from the Emergency School Assistance Program stated that "for months, black and white students used separate stairways and restrooms in the schools in order to avoid each other." He stated that the students were afraid of each other and that "tension could be felt in the hallways as classes changed." The district seems to have succeeded in its efforts to quell racial tensions. Grievances were discussed with the student bodies; Superintendent L. C. McArthur held a meeting with the concerned students. The school board is currently working with students on the problems on the two campuses.

Social, Political and Racial Context

All public facilities in Sumter appear to be totally integrated. Social integration, of course, is an entirely different subject. The Coordinator of Instructional Services explained that the Sumter community is "a closed society with closed minds, and it is finally admitting that racial problems exist." Those persons in the community who are in decision-making positions are those persons who have helped to form and have enrolled their children in the four private schools. One teacher in District Seventeen stated that there is a "closely knit white society and the city is traditionally southern." She said that "many of Sumter's white students are growing up as she did, with misconceptions and distorted impressions of black people." Both examples are evidence that the community is not anxious to help the implementation of desegregation, or at least not through their children.

Some of the social segregation can be accounted for through the differences in socio-economic backgrounds. A member of the NAACP explained that economically, black students are from low-income families. "Their living conditions are extremely poor and are different from those of white students." This would suggest however, that the socio-economic line also draws a racial line. He acknowledged the fact that both black and white students need to talk about the racial problems in school and community.

School Desegregation

The school district designed a revised school desegregation plan for 1970, when it was advised that its former plan would not meet the requirements of the Civil Rights Act. The new desegregation plan for 1970-1971 was designed to fully eliminate the dual educational system by September 1970. The planning for desegregation was conducted by the School Board. Meetings were scheduled with other school boards which have had developed acceptable plans for desegregation. The School Board also consulted members of the community, school administration personnel, teachers and parents. The board also solicited proposals from students, using the students and parents to work out acceptable strategies for the alleviation of problems and the attainment of a true unitary system. The elements of the new desegregation plan are stated as follows:

- Zoning lines have been drawn for all elementary schools and the junior high school in the district.
- The Senior High Schools is one school which consists of two facilities and will comprise the entire district as one zone.
- All activities (both educational and social) and all facilities will be totally desegregated.
- The faculty for the district will include a 65-35 black and white percentage ratio.
- Arrangements will be made between the school bus transportation system and the school district to provide unitary transportation for children assigned to special programs or for special courses.
- There shall be no transfers other than placement for overcrowding and for special programs except that any student may request a transfer to a school in which he will be a racial minority. Transfer will be approved provided that space in such school is available, and further provided that such requests shall be made with due regard to usual time-of-year procedures of placement and course assignment. Although zones may be changed by moving lines one block, it is reasonable to assume that from time to time registration after the beginning of a new fiscal year will require placement of late registrants in order to avoid overcrowding. Such students shall be placed for convenience of transportation without perpetuating segregation.

A total of 4,165 students were reassigned under this plan. As of March 3, 1971, the school enrollment (total enrollment without correction for dropouts) for the Sumter District was as follows:

SCHOOL	ENROLLMENT			PERCENTAGE	
	Black	White	Total	Black	White
Edmunds	678	812	1,490	46	54
Sumter	372	409	781	48	52
Alice Drive Jr.	309	751	1,060	29	71
Bates Jr.	831	256	1,087	76	24
McLaurin Jr.	357	534	891	40	60
Alice Drive El.	91	565	656	14	86
Central	449	335	784	57	43
Crosswell	188	650	838	22	78
Lemira	170	458	628	27	73
Millwood	116	629	745	16	84
Moore	291	59	350	83	17
Savage-Glover	552	--	552	100	--
Stonehill	596	--	596	100	--
Wilder	321	140	461	70	30
Willow Dr.	187	397	584	32	68

ESAP Project Summary

The Sumter School District No. 17 applied for a grant from the Department of Health, Education, and Welfare; Office of Education on August 26, 1970. The application for the grant was made under the Emergency School Assistance Program. The original grant requested a total of $439,246.00. Modifications to the original request reduced this amount to a total of $116,243.00. A subsequent revision dated December 17, 1970 increased the grant amount to $156,243.00.

A summary of approved programs and budget figures is shown in Table Q-1.

Sumter's Emergency School Assistance Program was centered about five (5) major program activities. The Non-Personal Community Activity component was designed for establishing Learning Centers and Tutorial Projects as a means for bridging communications gaps between students and teachers of opposite races. Community Information Activities were also designed to help the local citizenry to better understand the problems and successes of the public schools. Along with this long-range activity information and rumor centers were established to help meet the immediate problem of communication at the beginning of the school year.

Table Q-1

ESAP BUDGET SUMMARY

RMC Activity Category	LEA Activity	Budget
Non-Personal Community Activity	Community Information Programs and Rumor Control Centers	$ 49,376
Counseling	Guidance and Counselling - Ombudsman	$ 18,044
Non-Ethnic Classes and Materials	Sumter Classroom Project	$ 74,157
Student-to-Student Activity	Student Tutorial Program	*
	Student Bi-Racial Committees	$ 3,500
Administrative Personnel	Logistical Support	$ 11,166
		$156,243

* Included in budget figure for Non-Personal Community Activity.

The counseling activity included guidance and counselling by an ombudsman whose job was to develop positive attitudes in students who have been placed together in new situations by desegregation. The ombudsman's duties also included regular guidance and counselling.

The Non-Ethnic Classes and Materials Activity took the form of an Open Classroom Project. Students were taught in open classroom environments where teachers used film strips, team-teaching, individualized instruction, controlled readers, etc., to stimulate student interest. Twenty-seven teacher aides were employed under this program whose main purposes were to free teachers from administrative duties, assume homeroom responsibilities, prepare materials, grade papers and help in the planning of activities.

The Student-to-Student Activity centered around the formation of mixed (black and white) student committees to work together on student problems dealing with desegregation. The committees function primarily in organizing social events for a mixed student body for promoting interest and understanding of the ethnic values of both black and white students.

The Administrative Personnel Activity was directed at supplying both administrative and logistical support to the ESAP Project.

Bi-Racial Advisory Committee

The ESAP Advisory Committee has 10 members. Of those members five are black and five are white. There are seven community organizations in Sumter: (1) Wateree Community Action Agency, (2) NAACP, (3) Sumter Child Health and Welfare, (4) Sumter YWCA, (5) Sumter Chamber of Commerce, (6) CORE, and (7) Sumter Ministerial Alliance. Four of these organizations are represented on the committee.

The following is a list of members of the committee and their affiliations:

Name	Affiliation
Mrs. Jean V. Reames	Sumter Child Health and Welfare Coordination - (Parent)
Mr. L. Stanley Du Bose	Member of School District Advisory Committee - (Parent)
Mr. James M. Eaves	Chamber of Commerce
Mrs. Davis Moise	Member of School District Advisory Committee - (Parent)

Name	Affiliation
Major Thomas H. Saunders	Member of School District Advisory Committee - (Parent)
Mrs. W. F. Bultman, Jr.	Member of School District Advisory Committee - (Parent)
Rev. Thomas Dawkins	OEO Representative
Mrs. Herbert Wilder	Policy Advisory Committee for Follow-Through Project - (Parent)
Rev. William Randolph	Sumter Ministerial Alliance and Director of Youth Unit at Morris College for OEO
Miss Mary James	Sumter YWCA - (Parent)

There have been two meetings scheduled to date. One was held on Monday, April 19, 1971, and the other to be held Monday, May 3, 1971. There was no formal agenda and no minutes were recorded.

ESAP ACTIVITIES

Community Information Programs and Rumor Control Centers

Context and Activity Design

As stated in Section One of this case study, the Sumter School Board and Administration recognized and were concerned with community attitudes toward the implementation of the unitary school system. Both felt that many of Sumter's citizens overreacted based on misinformation and rumor rather than fact. It was felt also, that the schools within the district had suffered from a lack of communication and information flow to help keep the public informed and aware of needs. The Community Information Activity was designed to disseminate pertinent information to the community, keeping it abreast of all school information and to establish Rumor Centers to help interested citizens in reaching decisions on what is rumor and what is fact concerning the public schools.

Activity Process and Outputs

A full-time community information specialist, Mr. Ray Guest (an ex-newspaperman), was hired in October. Data collection includes copies of many memos, newsreleases, radio spot announcements, newsletters and newspaper clippings. It would appear that Mr. Guest has done an excellent job of saturating the community with public relations materials.

The Rumor Control Centers were set up during the beginning of the school year in an effort to keep the citizens informed. Telephones at the two senior high schools and the Administration Offices were used to answer questions from incoming calls concerning the public schools. The Rumor Control Centers, as such, no longer exist. All concerned citizens can still have questions answered by calling the Administration Office, but because of the infrequency of calls at this point, fewer telephones have been necessary.

Guidance and Counselling - Ombudsman

Context and Activity Design

The Board of Education and Administration recognized that student attitudes could not change unless those students who had been thrown into new situations by desegregation were given needed guidance and counseling to develop the anticipated positive attitudes. ESAP funds were used to employ Mr. Sidney Vaughn as an Ombudsman for the Sumter High School's racially tense campus.

Activity Process and Outputs

It appears that much of Mr. Vaughn's success at the high school may be attributed to the respect he has gained in the community. He is very well known for his straight-forward attitude and his sense of fair play. He expressed his concern for the need of more ombudsmen within the school system. "Children need someone to talk with about racial problems in school," The Ombudsman's work goes a little further than student-to-student relationships; he has been instrumental in clearing up problems that emerge from student-to- teacher confrontations.

The Ombudsmen's duties also include regular guidance and counseling, and Mr. Vaughn feels that he has been effective in this aspect, too. He is very pleased with the positive reactions from students in terms of grade improvement. He says that his work with black students involves convincing them that they can improve their economic status and achieve goals that their parents have been unable to achieve.

Sumter Classroom Project

Context and Activity Design

The Sumter School Board and Administration took the position that black and white students can learn to appreciate each other through working in a classroom situation other than the traditional classroom setting. Title I funds had been used in previous instances to begin early childhood programs related to beginning healthy racial attitudes in early years. ESAP funds were approved to begin open classroom curriculum environments for students who had become disciplinary problems due to what the school system considered a disinterest in school. The basic goals of the activity were explained as follows:

- To interest and motivate students to become more involved in their education.
- Individualize instruction - especially skill-building areas such as reading and math.
- Building student confidence through provision of success experiences.
- To develop tentative vocational decisions through vocational experiences (speakers, field trips, etc.).
- Development of positive attitudes toward self, school peers, etc.
- Providing for increased awareness of abilities, interests, physical and social selves.
- To develop skills in critical thinking, problem solving.

The two junior high schools, Alice Drive and Bates were chosen as project schools. It is believed that youngsters in these grade levels are at the age where they experience difficulty with self identity. The students chosen for participation in this activity were screened according to Scholastic Aptitude Test percentile scores, reading levels, recommendations from teachers, low-income levels, and degree of difficulty experienced in grasping one or more educational areas.

Activity Process and Outputs

The students are taught in an open classroom environment where teachers use film strips, team-teaching, individualized instruction techniques, intra-class groupings, learning stations, controlled readers, games and game approach teaching and high interest reading materials. Each project has approximately 120 students.

There are twenty-seven teacher aides employed under this program. The teacher aides (1) assist with administrative responsibilities, (2) work with small groups of students, freeing teachers for more individualized instruction, (3) assume teachers' homeroom responsibilities freeing teachers for team-teaching and planning, (4) correct papers, (5) maintain attendance records, and (6) prepare needed materials. Three (3) teacher aides were interviewed by the writer, and their attitudes toward the activity parallel with those of principals and teachers interviewed. They are very well pleased with the program and can "see where it is directly related to solving the problems of desegregation." The writer observed two classes under this program and interviewed several students. The classrooms are different in seating arrangements in that groupings are used rather than row-seating.

The students work together in groups which are definitely bi-racial, and they seem to enjoy helping each other. When interviewed, most of the students were most impressed by the field trips and guest lecturers. One girl, Jeanette, age 14 said, "I don't go to sleep in Miss McGehee's and Mrs. Strange's classes, we always talk about good things." Karen, age 13, is most impressed "by the new and interesting reading materials." The reading center at Alice Drive School is full of high interest reading materials; these materials would encourage any child to read. The reading materials, which were multi-ethnic, and the teaching methods observed were impressive to the field team.

Anna Strange, teacher, expressed that she had observed attitude changes in both students and teachers. She says that she is aware of a change in her own attitudes. "I believe that I can now better understand black people as people."

Three case study reports are included as an attachment to this case history.

Student Tutorial Program

Context and Activity Design

The Sumter Board of Education and Administration recognized that one of their major problems in implementing desegregation is the lack of racial understanding between students and within the student to teacher relationship. It is thought that due to this lack of understanding, animosity and negative attitudes exist between races. In an attempt to develop meaningful communications among students of different races, to develop common interests and goals, and to help students develop positive attitudes toward themselves and peers, ESAP funds were allocated for a tutorial program.

Activity Process

The Learning Centers or Tutorial Projects are held in the libraries of project schools three days a week, two hours a day, immediately after school. Student tutors of both races are employed to give assistance to students in need of help. A librarian is employed to make needed resource materials available, and a teacher is present to serve the student tutor as a resource person. Originally, in order to motivate students to take advantage of the tutorial services, a token-reward system was developed. The token-reward system consisted of given participating students tokens which could be redeemed for such things as; lunch, athletic events, school plays, movie tickets, etc. However, it became more simple, and seemingly more enticing, to give the students twenty-five cents as an incentive. The tutors are paid one dollar as a payment for services. The intention of the program was for approximately four hundred minority children and three hundred white children were to be involved. Six schools, where it was anticipated that the unitary school system would be most difficult to implement, were chosen as project schools (high schools, junior high schools and elementary schools).

Outputs

Questionnaires elicited the following evaluation by parents and students:

> By far the greatest number of students were in Mathematics and Science (55) and ten in English, Social Studies and French. Most were recommended by Math Teachers. On the average, student utilized the program about seven hours. The majority enjoyed the program and profited from it. Reasons for the high absence rate was lack of transportation, school activities, homework, no need for help felt, and home duties. Most felt that they improved by virtue of the program. (It should be noted that those who felt they didn't improve were often absent.) Recommendations included provide transportation, more individual help, more teacher guidance into the program, and pay more to tutors and students.
>
> Parents felt generally that though the children didn't necessarily like school more, they learned more and grades improved somewhat although the students didn't seem to apply themselves more to school work. Nearly all wanted the children to continue, and approved of the way the program was conducted. Most wanted further education for the children but were unaware of the needs. Most parents felt the children were in the program because they were underachievers.

ESAP Project Director, Mr. Jack Summers, stated "the program eliminates or ameliorates the misunderstanding and mistrust that students have for one another." According to the project director, "the activity goals are being reached." He feels that there is more unity among the children now as a result of black and white children working together and helping each other. Carolyn Hatfield, who is one of the librarians involved in the tutorial program, stated that she believes that the "students have improved their self-image" as well as having "improved their fundamental reading skills." She explained that students have learned to work in groups, and that there are now improved student-to-student and teacher-to-student attitudes. It was expressed that the monetary token-reward has its drawbacks because many of the students are attending just for the money, and this fact has become evident.

"In many cases, we are not reaching the children who are in real need of tutorial help."

The original estimate of seven hundred involved students was reached at first and enthusiasm was high, but as the school year progressed, the rate of absenteeism in the program grew. Those students who are involved at present are considered regulars and absenteeism is very small.

Some students have completely dropped out of the program; some students attend on a regular basis because they need and want the help; and some students attend on a regular basis because they want the money.

Student Bi-Racial Committees

Context and Activity Design

The activity stressed the formation of bi-racial committees whose functions were the planning of various school activities in which both black and white students would participate and thus get to better know each other and their values. The focal point was the thrust made on breaking down communication barriers by promoting racial harmony and understanding through activities.

Activity Process

The student bi-racial committees worked on student problems concerning desegregation. The committees also functioned as planners in designing activities that would involve both black and white students. A summer project will be initiated by the committees to develop a student handbook for the coming school year. The cost of the handbook is estimated at fifteen hundred dollars.

Outputs

The planning activities of the bi-racial committees brought to fruition a number of student dances, and organized bus programs to carry students to "away" games. A project was also designed to solicit funds for band uniforms. There was a lack of band uniforms of the proper color when students were transferred to different schools. Two thousand dollars of the funds alloted for the student-to-student activity will also be utilized for the purchase of new band uniforms.

Administrative Personnel

Twenty-two hundred dollars from the original allocated funds have been spent on ESAP administrative and logistical support. The remaining funds have been approved to be spent (amendment 3, June 16, 1971) on a teacher training program in black studies, as described in the following proposal:

> A concern that has been pointed up by the black youngsters at the secondary level is the lack of a well coordinated curriculum which utilizes the teachings of Black Studies. It is the intention of the school district to develop the social studies curriculum to include relevant Black Studies in order to provide opportunities for all children to recognize the contribution of black Americans.
>
> We do not wish to isolate Black Studies in that we feel that this tends to isolate children. When offered as an elective, Black Studies end up for black children only. We feel strongly that these opportunities should be available for all in a unitary system.
>
> Black studies are presently being offered by individual classroom teachers as special units. Classroom teachers generally do not have the background necessary to present as well planned program. Classroom teachers also are not aware of the materials available on the market.
>
> It is our intention to offer social studies teachers summer opportunities (1) to understand the contribution of blacks, (2) to study the available materials, and (3) to design the social studies curriculum to include multi-ethnic materials. This will be accomplished through workshop experiences. One portion will be three weeks of course work under the auspices of the University of South Carolina. The second phase will be in-depth study of materials and writing a scope and sequence which will guarantee the inclusion of Black Studies.
>
> This activity will be developed in conjunction with the School Desegregation Center of the University of South Carolina. Tuition, books, materials, and a stipend of $25 per week will be furnished for the three weeks required for course work. Two to three weeks will be provided for the study of materials and the development of a scope and sequence in the different areas of the social studies curriculum. During this period teachers will be reimbursed at a rate of $75 per week.

Consultant help will be acquired from Morris College (Dr. Anna Reubin), the University of North Carolina upon the recommendation of Dr. Conrad Powell, and the University of South Carolina.

It is expected that consultant help will cost the project approximately $3,000. The total anticipated cost of this activity will be approximately $14,100. According to available data these funds are unexpended at this time. In order to carry out this activity, it will be necessary to amend the present project through the Atlanta office.

CONCLUSIONS

Community Information Programs and Rumor Control Center

The ESAP Project Director seems very pleased with what has been accomplished through the Community Information Programs and Information and Rumor Control Centers. He feels that the community, in fact, is being reached.

Mr. Summers and Mr. Gamble, Human Relations Coordinators stated that these centers were extremely valuable during the school crisis period.

Guidance and Counseling - Ombudsman

The project director is very much pleased with what he considers "better relations between students on that campus" as developed by the Guidance and Counseling Ombudsmen Program. Mr. Vaughn stated that black and white students were "experiencing difficulties in trusting one another for reasons in addition to racial misunderstanding." He explained that there is an economic factor to be acknowledged. His observation is that the black students are from low-income families and that their living conditions are extremely poor while the white students are from homes which are more economically sound. Mr. Vaughn has worked with these students in an attempt to help them understand each other and one another's motivations. He says that he can see a big change in black and white students' attitudes. "Black and white students now acknowledge their own faults, and find human characteristics within each other." He feels that attitudes have changed and that desegregation as a whole is being accepted, but he feels that the progress that has been made is minimal in the light of what is needed in Sumter's community.

This activity was well-implemented and seemed to have worthwhile effect in solving problems of desegregation. It should be noted, however, that there is nothing particularly innovative about the activity--the duties of the "ombudsman" are very much those of a regular guidance counselor.

Sumter Classroom Project

Guidance and Counseling-Curriculum Revision or the Sumter Classroom Project, as it is called, seems to be everyone's brain child, and everyone interviewed appears to be very pleased with its progress. Mr. Joseph Bonds, Principal of Alice Drive Junior High, is very much satisfied with the results experienced thus far. He feels that the students have "experienced the feeling of success; there has been a change in student attitudes toward school. This project has changed methods and changed the ideas of teachers and principals--traditional classroom settings are not the only way to teach and learn." He also feels that teachers have grown in terms of acknowledging different forms of instruction, in handling behavior problems, and in understanding students of different races.

Mr. Gamble, Coordinator of Cooperative Education, stated that this activity has:

- provided a meaningful experience for the students,
- helped to correct deficiencies,
- provided resources and services that the children need,
- helped in providing a teacher-student relationship in which the teacher and student plan together,
- provided experiences outside the textbook, and
- enhanced the participating child's opportunities.

He also feels that the activities' results have helped in implementing desegregation in the entire community of Sumter, in that teachers and students have a better understanding of other ethnic backgrounds. "Teachers recognize hidden prejudices that have, in fact, affected children in the classroom."

However, teacher aides, teachers, and principals are concerned with the scope of the project. Each expressed the need for the program to be expanded throughout junior high school grades and into high school. Joseph Bonds, Principal, and Jack Summers, Project Director, stated that these students should be allowed to continue in classroom situations such as these and not be returned to the traditional classroom where all progress might be lost.

It is felt that the Black Studies program presently being offered by individual classroom teachers as special units is less effective, as the classroom teachers generally do not have the background necessary to present a well planned program. Classroom teachers are also not ordinarily aware of the materials available on the market

Although it appears possible that this program could have been implemented through other funds available to school districts, the activity is well planned and possesses the potential for reaching students who are in needs of the experiences it offers.

Student Tutorial Program

The learning centers seem effective in assisting students with learning problems and in offering opportunities for interaction to mixed-race children. Both student-to-student and teacher-to-student relations appear to be improved as a result of this activity. Although not all children who are in need of tutorial help are being reached, the activity is worthwhile and should be continued.

Student Bi-Racial Committees

This activity was modest in scope, but seem to accomplish its objective of promoting greater communications between students quite well. Students on the committee worked well together and the fruits of their effort appeared to be well accepted by the student body. The purchase of band uniforms seems likely to bring about inter-racial cooperation by those in the band as well as having a beneficial effect on other students and spectators.

Administrative Personnel

Administrative expenses were lower than anticipated. Considerable savings were acquired by use of personnel already available. The Black Studies Activity into which funds are redirected is needed and seems to be well planned.

RECOMMENDATIONS

- Any new funds should be used to expand and improve those activities that are currently operating and proposed to date.
- The Sumter School Board and Administration should consider seeking new funds to employ additional ombudsmen for all public schools.
- The Sumter School Board and Administration should, if funds are available, continue its Community Information Activity.
- Contingent upon available funds, the Sumter School Board and Administration should consider expansion of the Sumter Classroom Project, since it appears to be a highly effective enterprise.
- The Sumter School Board and Administration should give immediate consideration to more frequent meetings of its Advisory Committee in which it should become cognizant of ESAP activities. The committee should be involved in making decisions and recommendations for ESAP activities.

- **The Sumter School Board and Administration should make evaluation reports on all activities which are run on ESAP funds.**

ATTACHMENTS TO APPENDIX Q

CASE STUDY

Name: Jane Doe

Age: 13

School: Alice Drive Junior High School

Date: 26 May 1971

Teacher: Kay Teer - English

As a teacher in the Sumter Classroom Project, I set forth several broad and general objectives to aim toward in working with the children involved in the open classroom program. These objectives were in addition to those specific ones of the content area of English. They were ones which I felt were essential not only to achieving an effective competence at school, but also ones which were basic to worthwhile relationships outside of daily school life. These objectives were:

(1) to help students achieve good working relations with others, adults and peers;

(2) to instill in students a desire to learn and an interest in the learning process;

(3) to create an understanding in students of the need to accept responsibility; and

(4) to help students learn to follow directions -- an absolute necessity for individualized instruction.

Although improvement occurred in many of my students in individual areas, there was a child of special note who, I feel, met these four specific objectives as definite personal challenges. Although Jane Doe was never a really hostile or disagreeable child, she did have some problem working with other students. However, with the aid of group activities, she has achieved an outstanding ability to work with both her peers and teachers.

Jane's intense desire to learn and work has been the most remarkable of all changes. Perhaps this improvement was the result of materials provided for her individual needs. Whatever the reason, there has been a most definite increase in her interest in reading, discussing and working.

One of the hardest things to help most students learn is to accept responsibility. With Jane's renewed interest in school, this particular problem seemed to clear itself; for with the desire to learn came the realization that learning depends upon the learner for the most part.

With her reading level being relatively low, Jane had some problem with following written directions; however, with group and paired activities, she learned to ask other students and to assume the responsibility for learning the instructions.

As was stated in the opening paragraphs, not all students have exhibited this much progress in these objectives; but then, it is most doubtful that any real progress would have been made in these vital areas in a closed classroom situation.

Name: John Doe

Age: 12

Date of Birth: 25 July 1958

Grade: 7 - Alice Drive Junior High School

Teacher: Mrs. Karen McGehee (Reading)

COMMENTS:

I first began working with John at the end of January 1971, at that time he was reaching on a first grade level according to the results of the Dolch Word List and the Wide Range Achievement Test. John was very weak in all consonant and vowel sounds, and he did not use any word attack skills. His attention span was very short and it was difficult to find something John was interested in.

During the few months of working with John for fifty minutes each day, I have seen a slow but definite change in him. By using workbooks, worksheets, and games, both in the reading center and in the classroom, John has made a lot of progress in phonics. He knows all consonant sounds and is doing very well with his vowel sounds. He has begun to apply this knowledge of sounds in attacking words. When I retested him on the Dolch Word List a week ago, he used different means of word attack rather than wildly guessing at words he did not know. He also tested on the second reading level.

About a month and a half ago, John became interested in the Harper and Row pre-primers, primer, and first reader. He has read all of these books with great interest. They have also been means by which he has learned many words that were missing in his basic sight vocabulary.

Although John still has a long way to go, he has at least made a beginning. He has finally met some success with reading and has also found that reading can be interesting. I hope he will be able to continue in some sort of reading program as he goes on to the eighth grade.

Karen McGehee
Reading Teacher
April 21, 1971

Name: Jim Doe

Age: 13

School: Alice Drive Junior High School

COMMENTS:

Jim is a 13 year old black student in the Sumter Classroom Project. He is the youngest of three children. His relationship with his father is poor (his father seems to think that Jim is an evil child).

Jim was permanently dimissed from Bates Junior High School. He has completed the year at Alice Drive; however, he has been expelled several times.

The teachers of the project met and worked with his parents and the Mental Health Center. This effort seemed to improve his behavior for a short period of time. At present, his behavior has regressed.

Jim's behavior in the beginning of the year consisted of lies, refusal to admit to acts, being loud, rudeness to teachers and students, picking on other kids, and general misbehavior. His behavior was improved by the effort of teachers and parents--for awhile.

In conclusion, the teachers of the project feel as if Jim's improvement is sporadic. It also seems as if Jim believes his father's opinion of him is correct

Sumter Classroom Project
Team Teachers
29 May 1971

APPENDIX R

CASE HISTORY OF ESAP IN TUSCALOOSA, ALABAMA

Principal Investigator:	William C. Watson, Jr. Mark Battle Associates

TUSCALOOSA COUNTY, ALABAMA

BACKGROUND

Community Description

Tuscaloosa County, Alabama, primarily a rural area, is located in the mid-western section of the state near the Mississippi border. The county seat is Tuscaloosa, with a population of approximately 70,000 people (16 percent black).

The socio-economic levels are indicative of most southern rural areas, i.e., maily low and poverty level income families. There are about four or five large industrial plants in the county (Gulf States Paper Corporation, Goodyear Tire Company, a steel mill, etc.). Tuscaloosa is also the home of the University of Alabama and Stillman College, a predominantly black Presbyterian school.

The county's black and white population remains divided in terms of locale as it has been for the past 100 years. Exceptions are noted where there are small black sharecropping families. The Unitary School System means that both the owner and the sharecropper's children must attend the same school.

The educational climate is indicative of the general climate, very steep in traditions with regard to how things "ought to be." That is, the general feeling is that the federal government should "leave us alone and allow us to do things our way." The Board of Education has five members whose service range from one to eighteen years. Board membership is an elected position. All Board members are white, meet twice monthly, and the term of office is four years. Top ranking administrators are the superintendent and assistant superintendent of schools.

The County School District covers 1,340 square miles, employs 513 faculty members (349 white, 119 black) and 179 other employees (117 white, 62 black). The student population is 12,264 (3,304 black, 8,900 white). The operating school budget for the year 1970-71 was $6,432,136. Of this amount, $4,135,429 was spent for instruction, with the second largest amount, $859,327.80, being spent for capital outlay. The LEA has 21 schools--4 high schools and 17 elementary and junior high schools. The largest high school is Tuscaloosa County High with an enrollment of 1,173 students (373 black, 800 white). Boteler is the largest junior high school with 1,078 students (374 black, 704 white). A good percentage of students of both schools ride county buses daily.

Boteler Junior High was an all black school during the 1969-70 school year. There were few white teachers on its staff. This school year, 1970-71, the principal is black and 34 of the 45 teachers are white. In spite of the initial riots in 1956 and subsequent action by the Governor to prevent black students from entering the University of Alabama, the faculty and students of that insitution have played significant roles in bringing about communication changes, specifically with segments of the black community. Public facilities are desegregated as are many college and high school atheletic and other school activities. Many changes have been influenced by students, who have a relatively less racist attitude. Important also has been a degree of acceptance by the community of the reality of desegregation.

Members of the School Board, the ESAP Advisory Committee, the School Superintendent and others agreed that there have been no significant problems with regard to the school desegregation process. If this judgment is correct, then one wonders why it took a court order to initiate a unitary school system and quality education for all children.

Social, Political, and Racial Climate

There is little social, political, or racial desegregation in Tuscaloosa County, though there is some improvement over the past. A well known fact is that the headquarters of Robert Shelton (a nationally known Ku Klux Klan organizer) is in Tuscaloosa. The Klan has made its presence known here in the not-too-distant past.

There is a definite movement among blacks to improve their economic, social, and political position. The black community activities and efforts are not new; however, they are more directed toward specific political and economic objectives. Although the black-organized activities in Tuscaloosa and the county have a limited impact on the entire county, significant change has been accomplished as a result of joint political and social action activities conducted primarily by members of the Tuscaloosa Opportunity Program (TOP), a federally funded Community Action Agency, and by the late Reverand Rodgers.

Tuscaloosa Opportunity Program, an organization which mildly impacts the total community, has been able to work with blacks, and to a limited degree, with white citizens in an effort to accomplish specific community action goals (e.g., getting a street paved or traffic lights installed). Its staff also has been able, with limitations, to relate to militant black groups within the community. The organization continually seeks funds to broaden its scope of activites.

The late Reverand Rodgers, Pastor of the First African Baptist Church, led many protests to accomplish specific economic objectives. Included in his objectives were better jobs for blacks in both the local and federal levels (post office) as well as local enactment of non-discriminatory hiring practices. His death (by auto accident) left a leadership void in the black community, and created a small power struggle as well.

To date, there have been few disruptive incidents since the court-ordered unitary school system was established for the school year 1970-71. Vandalism for the school year 1970-71 is estimated to be approximately $2,500. However, the Board's agenda reflects discussion of school break-ins for three consecutive meetings prior to the funding of ESAP. The drop-out rate is reportedly three percent, of the junior and senior high school students, excluding the students who do not return to school after summer vacation.

Blacks are not involved in the formulation of school board policy or the budget. Nor have any blacks run for election to the Board of Education. Interviews with several board members suggest that a unitary school system would not have occurred without the existing court order. There was specific agreement among the interviewers that ESAP funds were needed to help implement the present school plan. There was also a general expression of their willingness to accept federal funds as opposed to an earlier decision of rejection.

School Desegregation

Several desegregation plans had been in operation prior to the 1970-71 court ordered plan. However, none of the previous were as comprehensive as the 1970-71 mandate.

In 1967-68 the school staff was integrated. Black and white teachers were assigned or reassigned to schools whose teaching facilities had been previously made up exclusively of teachers of the other race. According to reports, these assignments resulted in black schools getting the worst white teachers and white schools getting the "best" black teachers.

The 1968-69 Freedom of Choice Plan met with little success in facilitating desegregation because no white students transferred to black schools. The blacks who transferred to white schools met stiff opposition.

In 1969, a survey of enrollment figures revealed that the percentage of black pupils attending predominantly white schools varied from 0 percent to 4.9 percent. In no instance had white students been enrolled in predominantly black schools. In 1969-70, a court ordered desegregation plan established for the first time the unitary school system and provided for school attendance within specified boundaries of the LEA. Of necessity, many students are bused to school daily. Approximately 3,557 out of a 12,264 school enrollment were affected by the 1970-71 court-ordered desegregation plan. The plan also provided for a racially equitable distribution of teachers.

Tuscaloosa County joins the other counties in the state of Alabama who are under court order to establish a unitary school system. In establishing its unitary school system, Tuscaloosa County is making use of district attendance zones and increasing its faculty "cross-over" during the school year 1970-71.

Table R-1 shows the racial composition of student body and faculty for the school year 1970-71.

Table R-1

RACIAL COMPOSITION OF STUDENT BODY, FACULTY AND STAFF IN EACH SCHOOL OPERATED FOR THE 1970-71 SCHOOL YEAR

Name of School (1)	Student Enrollment By School: White (2)	Negro (3)	Other (4)	Total (5)	Faculty Members Assigned To Each School: White (6)	Negro (7)	Other (8)	Total (9)
Boteler	703	398		1101	32	11		43
Brookwood Elementary	526	59		585	19	5		24
Brookwood High	740	102		842	32	7		39
Buhl	183	12		195	7	1		8
Cottondale	592	61		653	16	5		21
Crestmont	560	70		630	20	5		25
Duncanville	138	40		178	5	1		6
Englewood	126	123		249	9	2		11
Gorgas	384	46		430	13	3		16
Hillcrest	150	164		314	9	4		13
Holt Elementary	482	293		775	25	9		34
Holt High	581	287		868	33	9		42
Matthews	251	498		749	20	11		31
Myrtlewood	113	215		328	10	4		14
Northport Jr. High	474	186		660	25	7		32
Northside	367	48		415	20	4		24
Riverside	464	289		753	22	11		33
Tuscaloosa County High	807	364		1171	47	11		58
Vance	249	41		290	9	2		11
Vestavia	531	37		568	15	5		20
Westwood	236	6		242	6	2		8
GRAND TOTAL	8657	3339		11,996	394	119		513

ESAP Project Summary

The decision to structure ESAP in its present form was primarily due to:

- Overcrowded schools which resulted from the closing of several schools;
- Efforts to comply with the court-ordered desegregation plan;
- An effort to demonstrate the value of curriculum revision and individualized instruction;
- Efforts to increase communications between the teachers and students; and
- Efforts to increase communications between the Board of Education and the community.

The goal of ESAP was to facilitate the court-ordered desegregation school plan by providing the additional resources needed for implementation. The total funds received were $124,950. The sum of $90,950 was initially approved in January 1971. An additional $30,000 was approved in March 1971.

In a non-personal community activity, a Community Information Center, in which a bi-racial group answered telephoned inquiries about the unitary school system was established, and student "rap" groups were organized to improve communication among students. ESAP funds are being used to purchase materials for a non-ethnic classes and materials activity which places emphasis on non-graded classrooms and individualized instruction. A teacher training activity originally designed to serve teachers with severe dialectal problems, has been broadened to include treatment of a broad range of communication factors which affect teacher-student and teacher-teacher relations. Problems of overcrowding were dealt with by the hiring of ten teacher aides and the purchase of ten relocatable classrooms. Two buses were purchased and two drivers hired to transport vocational educational students to schools with the required vocational courses.

Budget information is summarized in Table R-2.

Table R-2

ESAP BUDGET SUMMARY

RMC Activity Category	LEA Activity	Budget
Non-Personal Community Activity	Community Information Program	$ 3,000
Non-Ethnic Classes and Materials	Curriculum Revision Project	15,000
Teacher Training	Communications Workshop	34,372
Teacher Aides and Support Personnel	Teacher Aides	*
Busing	Busing	15,177
Facilities Improvement	Relocatable Classrooms	34,914
Comprehensive Planning	Comprehensive Planning	17,487
Total		$ 124,950

* Included in budget figure for Teacher Training.

Bi-Racial Advisory Committee

There are three blacks and three whites on the ESAP Bi-Racial Advisory Committee, all appointed by the Superintendent of Schools. They represent a broad range of organizations, including the Title I Advisory Board/Committee, Tuscaloosa Opportunity Program (TOP), Regional Mental Health Board, and Tuscaloosa County Vocational Educational Advisory Committee.

Mrs. Kermit Harris is Chairman of the Advisory Committee. The committee has met twice since its inception. However, members have expressed a desire to meet monthly in order to exercise greater impact upon the total program.

The lack of continuous meetings makes the effectiveness of the Bi-Racial Committee questionable. Although it is not at present a dynamic community force, the possibility of improved communications with the School Board, as well as with the total community, does exist.

Listed are names of members and organizations they represent:

Name	Affiliation
Mrs. Emma Lou Harris	Title I Advisory Board
Mr. Frank Roshell	Policy Advisory Council for the Tuscaloosa Opportunity Porgram
Mr. Robert Hasson	Regional Mental Health Board
Mrs. Jean Skelton	Title I Advisory Committee
Mr. George Hataway	Tuscaloosa County Vocational Education Advisory Committee
Mr. George Rose	Board of Directors of the Tuscaloosa Opportunity Program

ESAP ACTIVITIES

Community Information Program

Context, Activity Design, and Process

The Community Information Program was developed to enhance better understanding within the community with regard to the procedures being followed in moving toward a unitary school system. The goal was to establish lines of communication throughout the community which would help in bringing about understanding and acceptance of the desired school climate. To this end, a Community Information Center was established, manned by a bi-racial group of volunteers who answered telephones and dispensed "correct" information to those persons making inquiries regarding the establishment of the unitary school system. The bi-racial volunteers represented community organizations such as churches, ministerial associations, PTA's, and ladies auxiliaries. Feedback from black and white communities was relayed directly to the superintendent's office.

The Community Information Center was established in anticipation of a variety of questions being asked by community residents with legitimate concerns regarding the court-ordered unitary school system. One board members summarized the need for the center in terms of "how the blacks would feel particularly with reference to being the minority in numbers in most schools" and "how the whites would react." The need for an information center was further emphasized because the system was changing from a freedom of choice plan to a zoning plan. The main fear was that the court-ordered plan wouldn't work. In spite of earlier fears, the court-ordered plan appeared to be working much better than anyone has thought. A main factor was the Community Information Center which provided a central place for answering community resident questions. A very significant activity was a bus trip for parents to several schools to observe the schools' operation. Most of the participants were white in spite of the fact that no restrictions were placed.

Under the auspices of the Community Information Program, student "rap" sessions were established in several schools to facilitate communication and understanding among the students, with the goal that the students could relate positive experiences and information to their families, regarding the process within the school system. These sessions were also designed to enable students to develop a better and more appreciation for each other. According to the ESAP Director, many problems emerged and were resolved by the students. Conversation with the president of one school student council indicated that no significant problems or changes had resulted from the unitary school system. However, he felt that the "rap" sessions offered opportunities for problem resolution.

Outputs

There was a wide range of coverage of the unitary school system as well as other ESAP activities, in the local newspaper and on radio and television stations during the school year 1970-71 including 14 positive newspaper articles, 19 radio comments (1 negative) and 4 positive television comments. As indicated, almost all of the news coverage regarding the school system was of a positive nature which hopefully facilitated the assimilation of knowledge and better community understanding. In addition, a news bulletin, published monthly by the Board of Education, gave broad coverage to ESAP as well as other school activities.

All persons interviewed regarding the Community Information Program thought the results were positive, (board members, teachers, aides, students, and advisory committee members) particularly the establishment of the Community Information Center. The above activites were implemented in spite of the fact that only $3,000 of ESAP funds were allocated to special community programs.

Curriculum Revision Project

Context

This program was designed to test new and varied instructional techniques and materials to effectively serve children from different ethnic and cultural backgrounds. Of the $15,000 earmarked for curriculum revision, $3,558 has been spent to date on materials. No funds were earmarked for equipment. A request to the Office of Education for approval to spend an additional $5,000 for equipment was denied.

The Special Curriculum Revision Program was planned for Vance Elementary School which consists of an old frame building plus two old, demountable classrooms and an annex. Beginning next year, the program will take place in a new brick building designed for individualized instruction and non-graded classes.

The Vance Elementary School is a nine teacher school serving grades 1 through 6. It is located 21 miles north of Tuscaloosa, near Jefferson County. The area is a pocket of poor, culturally-deprived persons. It was once a prosperous coal mining region, but the mines have been closed for a decade and the people find unskilled labor jobs whenever they can. Low pay makes it necessary for the mothers of the families to seek employment away from their homes, thus, leaving the children alone and unsupervised by adults much of the time.

Activity Design

An extensive diagnostic and assessment program was undertaken to determine the status and special needs of the students. A curriculum review determined that the school was not meeting the needs of the students. The new curriculum is based upon the idea of non-graded classrooms, with major emphasis being placed upon individualized instruction, which allows each child to work at his achievement level and at his own rate. Team teaching will be utilized whenever and wherever feasible. Multi-media materials and equipment will be an important element in the teaching program as different techniques are used for the varying needs of the students.

The students will be divided into three teams. Each team will have a team leader, three teachers, one aide, three student teachers, and one special education and media support instructor, and will be housed in a large room equivalent to three regular classrooms. This room will open into a large multi-use area which in turn will open into the central materials center. Furniture will be movable, grouping will be flexible and children will move from group to group in the different curricular areas.

Activity Process and Outputs

Work was begun on the Curriculum Revision Project in September 1970. The testing and diagnostic program was carried out in September and October 1970. Teachers made a complete survey of the community, its resources and needs and tabulated the information. Three conferences were held with interested parents and the proposed changes discussed.

A student council was organized and is functioning. A school newspaper, "The Voice of Vance," is being published monthly. A visitation program for teachers is underway. Teachers have already made three visits to schools having similar programs elsewhere in Alabama and more visits will be made in the near future.

Two teachers have been enrolled in a workshop for the individualization of instruction to held at the University of North Carolina in July. The entire Vance staff has already held four one-day work sessions, and evening workshops are planned. The consultant, Dr. Robert Leigh, from the University of Alabama, who was employed last September to work with the Curriculum Revision Program, was interviewed. The Board of Education Supervisor is Mrs. Mary Spiller.

Grouping has been set up and the individualization of math and reading began in March 1971.

The new building is almost completed but will not be used until the summer program begins at the end of June 1971. The summer curriculum training program is scheduled to last six weeks.

Teacher Preparation Program

Context and Activity Design

The Teacher Preparation Program was initially designed to serve those teachers with severe dialectal problems. It was felt that several teachers communicated at a very low level to an integrated student body due to their dialectal problems. As a result, they were ineffective classroom teachers. Plans were finalized for teachers to receive special training, focusing specifically on speech improvement, with emphasis on communication across ethnic and cultural lines.

Activity Process

Discussions with Mr. James Collins, Project Director and Dr. Sidney Poellnitz, Assistant Superintendent, indicated that the emphasis had shifted from focusing primarily on the dialectal problems, to include a broad range of communication factors which involved teacher to student as well as teacher to teacher.

Plans have been finalized for a communication workshop to be held at the Tuscaloosa County Board of Education, June 7-11, 1971. The primary aim of the workshop will be to help alleviate the communication problems between teachers-pupils, and teacher-teacher which are related to the establishment of a unitary school system. The primary emphasis of the workshop will be on the development of a broad range of communication skills.

The workshop will be conducted by consultants from the Center of Applied Linguistics in Washington, D.C. Participation in the workshop will be limited to fifty teachers, grades 1 through 12. According to Dr. Poellnitz, Assistant School Superintendent, if more than fifty teachers apply, consideration for acceptance will be given to those whose applications are received first. The coordinator of the workshop is Mrs. Janice Weaver. In May 1971, forty-five teachers had applied. Each teacher will be paid $15.00 per day while attending the session.

Teacher Aides

Context, Activity Design, and Process

The closing of several schools meant the over-crowding of others. Teachers were experiencing problems teaching desegregated classes which were over-crowded. They needed the assistance of teacher aides. As a result, ten teacher aides were employed to aid the teachers in five elementary schools and two junior high schools. Fourteen teachers had the assistance of teacher aides in their classroom.

The ESAP teacher aide training program consisted of an initial all-day session prior to the aide's assignment to the classroom. Among other qualifications, the school administrators agree that all aides should be at least a high school graduate, mature, versatile, and resourceful adults. The fact is, however, that their educational background ranges from high school graduation to college degrees.

Outputs

Conversations with several teacher aides indicated basic satisfaction with the training and the work. There was, hoever, concern regarding the number of teachers with whom an aide works during the day. Specific interviews with four teacher aides indicated that they work for as many as five teachers a day, which greatly reduced their effectiveness. All aides were pleased with their over-all assignment and responsibilites but felt that they had to transfer to another classroom as soon as they became involved in their assignment.

Specific instruction with regard to do's and don'ts were given to each aide prior to their school and classroom assignments. Additionally, there were specific qualifications for the job. Based on conversations with the aides and classroom observationa, this writer feels that more training would be beneficial and more meaningful one or two months after the initial day session, because of the aides' classroom experiences.

Busing

The assignment of students according to zones caused many students to be assigned to schools that did not offer specialized courses comparable to those comparable to those in which they were enrolled last year. In addition, to losing major course credits, students were also forced into other curricula which would not permit them to attain their goal. Consequently, two school buses were purchased and two drivers employed as a part of the ESAP program. The purpose was to transport vocational educational students to schools which they had formerly attended, in order that they could continue their vocational educational studies. Some of the students being bused had been in the vocational program for as long as three years.

Facilities Improvement

More than 300 students were assigned to schools which did not have sufficient classroom space. As a result of the overcrowding, ten relocatable classrooms were purchased, at a cost of $35,914, to house those students who were presently being taught in makeshift classrooms, such as hallways, closets, stages, cafeterias, etc. The relocatable classrooms were designed to be temporary structures. Serious questions were raised by the superintendent, Dr. Sprayberry, regarding making the structures temporary. It was the superintendent's opinion, and this writer concurs, that the structures might just as well have been permanent classrooms which could have been built with student and school labor for approximately the same price.

Administrative Personnel

Funds for administrative personnel were spent in the following manner: $14,545.96 to employ a project director and a secretary; $1,940.84 fringe benefits and $1,000.00 for travel and per diem.

Comprehensive planning was performed in terms of the over-all planning and coordination of the entire project. The Project Director, Mr. James Collins, former principal of Riverside, was appointed to plan and coordinate all ESAP activites. There was, however, concern within the black community that Mr. Collins' appointment as project director and his replacement at Riverside by an inexperienced white man was another example of the displacement of black principals in Alabama.

A request to the Office of Education was denied which would have allowed the LEA to conduct a comprehensive feasibility study with regard to its building needs.

CONCLUSIONS

Curriculum Revision Project

Additional ESAP funds should be made available to continue and expand the curriculum revision-individualized instructional process, including the purchase of instructional equipment which supplements the materials already in use. This program enables students to participate at their levels of competence. Additionally, it provides the LEA with the resources to initiate and expand a sound educational process.

It appeared that planning for the unitary school system had been initiated prior to the 1970-71 school year in anticipation of the court order, specifically with regard to the development or revision of the curriculum at Vance Elementary School. For example, the design of the new building at Vance Elementary School coincided with the curriculum revision and individualized instruction concept. However, it is doubtful that the materials needed and the teacher training necessary to enact such a program could have been readily implemented without ESAP funds. The curriculum revision demonstration project will have a significant impact on the total learning environment and possibly the entire school system when fully implemented. The training related to the curriculum revision program has been greatly enhanced by the involvement of the consultant from the University of Alabama.

Beginning in the school year 1970-71, Vance Elementary School will be a student-teacher placement center for the University of Alabama. This process will provide the much needed help in the implementation of the curriculum revision and individualized instruction program.

Thought also should be given to curriculum revision at the Junior and Senior High School levels after the initial demonstration at Vance Elementary School.

The curriculum revision and individualized instruction demonstration provide for the long overdue look at the instructional process. Additional ESAP funds should be made available to continue to purchase instructional equipment which supplements the materials already in use. The fact that the University of Alabama will be involved is encouraging and leads this writer to believe that quality will be insured. The University's decision to make Vance Elementary School a Teacher Training Center was unexpected, and should have a great impact on the quality of instruction, as well as the morale of the teachers.

Community Information Program

Additional funds are recommended to expand substantially the Community Information Program. The general as well as the specific education of community residents with regard to the need and process of providing quality education for all students, can be greatly enhanced through a variety of media communications. For example, a student newspaper at several schools could serve to provide both students and faculty views regarding school activities. Proper distribution would provide parents and the community with insights regarding the total school process. Additionally, an effective functioning Community Information Center could provide salient two-way communications between the community and the Board of Education.

Since the program provided for bi-racial participation, it can enhance black/white relationships as concern parents and interested community residents. It can also serve to educate a larger percentage of the population with regard to the existing school system.

Teacher Preparation and Teacher Aides

This program component should be refunded and/or expanded only if it provides quality training with regard to a comprehensive communication process and not be limited to dialectal problems. Present funds provide for fifty teachers to participate in a one week communication session. Since there are over 500 teachers in the LEA, teacher preparation should include more teachers, extend the training over a longer time period as well as intensify the training process. It appears that the impact within the LEA will be extremely small unless the scope of training is braoder and the number of participants are increased.

The Teacher Aides activity was badly needed and should be continued and expanded, in order to allow aides to spend more time in their assigned classrooms. This is particularly necessary at Vance Elementary School where the demonstration curriculum revision is being enacted. There are also other over-crowded schools which need teacher aides to increase the teacher's effective.

Teacher Aides shouls also receive the quality of training which would allow them to assume greater classroom responsibility, i.e., individual tutorial responsibility, special projects and other carefully designed classroom activity.

Administrative Personnel

ESAP funds were properly spent for a project director and secretary who performed their functions with competency. The Office of Education acted wisely in refusing approval to the district's request for funds for a feasibility study, and should maintain that position in regard to future request from the district. ESAP funds should be used only for the planning of programs directly related to specific activities designed to enhance the early completion of the desegregation process. This writer does not believe that local funds are insufficient for the on-going planning responsibility.

Busing

The busing activity is small (two buses) and may need expanding because of improper planning. However, this component should be incorporated into the general school budget without ESAP funds. Careful planning by the Board of Education could eliminate the need for this activity. According to the application, the final evaluation as to the value of the busing program will include; (1) the number of students who take advantage of the busing opportunity; and (2) the number of students who remain in school because of the busing program.

This writer believes that the transportation of students can be incorporated into the LEA's budget.

Relocatable Classrooms

Relocatable classrooms were badly needed because of the closing of several schools. It would appear that the crisis has been met. Consequently, the recommendation is that no additional funds be expended for this component.

General

The feeling in the past of most Tuscaloosa residents, regarding the unitary school system, is that it would not and could not be made to work in Tuscaloosa County.

The specific feeling now is that since there have been few negative incidents or problems as a result of the establishment of the unitary school system, perhaps it can be made to work. Few white students were lost to private schools. Several of those who initially left have returned, some for economic reasons. There are, however, questions among blacks regarding the relevance of the existing educational process. That is, many blacks feel that the school system is still teaching black children, who are the minority, how to think and live like the majority. On the other hand, the feelings among many whites regarding the quality of education declining have subsided substantially. White parents no longer visit the classroom to determine how the students are getting along and what the teachers are teaching. The Board of Education feels that much more money is needed to implement quality programs to make the Tuscaloosa County School System the best in the state.

Several questions emerge with regard to the assignment of teachers. There is some feeling that "good" black teachers are assigned or reassigned to formerly all white schools while "poor" white teachers are reassigned to predominantly black schools. Of even greater concern is the fact that black principals are being replaced by whites. The statistics for the entire state show that the number of black principals in the state of Alabama has declined from approximately 250 in 1970 to 55 in 1971.

Although there was general community concern among blacks regarding the assignment of students and teachers, it appears that the distribution of both closely held to the black-white population and teacher ratio within the county.

RECOMMENDATIONS

It would appear that most of the money ($124,950) in the ESAP program was spent on activities which aided the desegregation process. It is recommended that the Tuscaloosa County Alabama Board of Education should, if funds are available, seek to:

- Employ more Teacher Aides and intensify the teacher aide training programs;
- Develop a more comprehensive Community Information Program;
- Institute a Comprehensive Teacher Preparation Program which involves more teachers and intensifies teacher training (e.g., seminar regarding human relations, cultural differences, discipline, etc.);
- Intensify its present demonstration curriculum revision and individualized instructional process and develop plans to expand it to at least the Junior High School level.

It is further recommended that ESAP funds for the Comprehensive Planning, Busing, and Relocatable Classrooms be discontinued.

The most promising program components which might be adopted by other LEA's are the Community Information and the Curriculum Revision Programs. The former served to increase community awareness regarding the "in-house" school process, as well as offering opportunities for increased black/white and overall community/school communication. The latter serves to substantially increase the quality of education, while allowing students to learn at their own pace.

APPENDIX S

CASE HISTORY OF ESAP IN WILLIAMSON COUNTY, TENNESSEE

Principal Investigator:	Jerome G. Tudos Mark Battle Associates
Other Participating Staff:	George T. Donahue, Ed. D. RMC, Inc.

WILLIAMSON COUNTY, TENNESSEE

BACKGROUND

Community Description

Williamson County is approximately twenty miles south of Nashville, Tennessee. Its population is 33,552, ten percent black. It covers about 150 square miles, of which 82 percent or 367,500 acres are farm land. Its life style is predominately southern rural. There are a few small, urban communities of which Franklin is the largest, with a population of 9,469. Estimated average per capita income for Williamson County is $1,917.00, derived mainly from farming and some relatively small manufacturing firms such as Hasko Metal Products, Chicago Printed String, American Type Founders, Jamison Bedding, and Gasco.

The biggest employer in the county is the school district. Its budget for the 1970-71 school year was $3,343,466. It employes 501 people including 284 teachers, of whom 20 are black. There are 13 schools, eight are grades 1-8, three are 1-12, and two are 9-12. The student population is 6,602, of whom 1405 percent are black. Average per pupil expenditure is $506.

Social, Political, and Racial Context

Commercial establishments in Williamson County are all integrated. However, minority participation in the business activities of the community is minimal. There are no major minority owned business establishments. The economy of the county is growing as a result of the urban influence of Nashville, which is approximately twenty miles away. The county is already feeling the political and socio-economic pressures of this more sophisticated urban neighbor as a result of its mounting concern over the metro area busing decisions that are to be implemented in the fall of 1971.

Even though the School District is in the final phase of desegregation, many problems still exist and a true unitary system has not been achieved. Private school enrollment has more than doubled within the last year, from 146 to 339 students. Three new private schools have been started in Williamson County within the past year. Community attitudes and pressures, inadequate local funding for the school district, fear, distrust, and lack of empathy and understanding between black and white in the school community all create an unwholesome and inadequate atmosphere in which to structure quality education on an equal basis for all children.

Negative attitudes that have been ingrained over the years are difficult to change overnight. To date, however, racial clashes in Williamson County are at a minimum with no reported incidents of major conflicts between the races. There seem to be no radical movements. Contributing to the development of a positive and progressive community attitude has been the election this year of the first black member to the Williamson County Board of Education.

School Desegregation

On August 4, 1965, the Williamson County School System adopted a freedom of choice plan to facilitate the desegregation process. This plan was subsequently amended to conform to the 1966 guidelines by submission of HEW Form 441-B (Voluntary System). On December 9, 1969, the Williamson County School System adopted the new guidelines committing the school district to a unitary system.

The plan adopted by the Board of Education at the beginning of the 1968-69 school year called for:

- closing Brentwood Elementary School and distributing both pupils and teachers to other elementary schools in the County;
- reclassifying Kirkland to include on the primary grades and placing the secondary grades into the College Grove School (The entire complex is known under the name of the College Grove School.);
- taking teachers and students from the Evergreen School and distributing them by placing them in the Thompson Station School and in other schools in the District; and
- using the Thompson Station School for special education.

The number of students being reassigned under the Emergency School Assistance Program is 1,271. Distribution of students and teachers by school and race is shown in Table S-1.

ESAP Project Summary

The ESAP allocation for Williamson County totaled $9,750. The original ESAP grant application indicated the district desired to develop special curriculum revision

Table S-1

TOTAL STUDENTS AND TEACHERS BY SCHOOL AND RACE, 1970-71 SCHOOL YEAR

School	White Students	Black Students	Total Students	White Teachers	Black Teachers	Total Teachers
Bethesda	409	58	467	19	3	22
Burwood	144	26	170	6	1	7
College Grove	376	213	589	25	3	28
Fairview Elem.	669	---	669	25	1	26
Fairview High	315	---	315	17	---	17
Franklin	1,146	328	1,474	61	5	66
Grassland	640	14	654	24	1	25
Harpeth	23	23	46	3	---	3
Hillsboro	462	15	477	20	2	22
Lipscomb	899	67	966	32	2	34
Nolensville	158	62	220	7	2	9
Pinewood	161	---	161	7	---	7
Thompson Station	42	89	131	3	3	6
Trinity	210	57	267	9	1	10

programs; however, grant funds were used to hire a Human Relations Director for the district whose primary function was that of a change agent. The reason was that the school board did not feel it was timely to include "Black Studies" in the curriculum.

The change agent hired by the Williamson County School System has to date accomplished the following:

- Organized the ten member ESAP Bi-Racial Committee.
- Structured student advisory committees that are racially unbalanced in each of the four high schools.
- Counseled the Social Studies teachers for the inclusion of Black History and Culture units.
- Organized and implemented a two-day workshop for teachers and counselors given by the Dede Wallace Center (for the local mental health agency).
- Was instrumental in securing newspaper and radio spot publicity for the social studies program and in-service teacher/counselor workshop program.

Bi-Racial Advisory Committee

The Williamson County ESAP Bi-Racial Committee consists of ten members, five black and five white; four of the members are female. All are Williamson County residents and represent a cross section of nine community organizations. The following is a list of members and their affiliations:

Name	Affiliation
Mr. J. D. Fitzgerald	Williamson County Board of Education
Mrs. Emily McCarty	Williamson County Association for Retarded Children and Adults
Mrs. Robert Mitchel	Williamson County Council, Parent-Teacher Associations
Mr. Robert Murdic	Williamson County Citizens for Human Dignity
Mr. John Pope	Friendly Twenty-Five
Mrs. Floyd Sandlin	Williamson County Chamber of Commerce
Dr. James A Cogswell	Franklin Ministerial Association

Name	Affiliation
Mr. Frank Lee	Elks Club
Mrs. Lillian Hamilton	American Legion Auxiliary
Mr. B. G. Greathouse	Williamson County Education Association

The Committee has no chairman and has dealt with very few policy matters realted to the administration and operation of activities of the Emergency School Assistance Program. Mrs. Taylor, Human Relations Director, feels that the committee has not been effective in providing community policy and planning support.

The only planning activity to date of the Bi-Racial Advisory Committee was a proposed summer program of cultural activities for black and white educationally/culturally deprived children.

ESAP ACTIVITIES

Context

Since Williamson County was allocated only $9,750.00, the decision was made to hire one person to function somewhat as a change agent, to begin working on staff and student human relations. While there are many identifiable needs in the system, the superintendent felt he should concentrate in the area of human relations because of the limited ESAP budget. If improvements were to result, they would have to come about by someone working through other people and community agencies. Accordingly, he hired a personable black former teacher, and recreation director, who was known and respected in the community, to probe, identify, and hopefully meet school/community needs. She has recruited a part-time volunteer graduate student to assist her. To date she has accomplished the following.

Teacher Training

A two day workshop for 10 teachers and 2 counselors was conducted by the Dede Wallace Center, the local mental health agency. The Dede Wallace Center developed the workshop to sensitize the teachers and counselors to the kinds of problems they would be likely to encounter in desegregated classrooms. The service was provided to the Williamson County School System at a considerable reduction in price. The entire Workshop program and subsequent follow-up activities cost $350.00. The general goals were to assist the Williamson County Public School System promote positive development of interpersonal relations between black and white students and teachers, to reduce any existing inter-racial tensions.

The workshop used experimental and didactic techniques in an effort to train participants to be group discussion leaders. The focus on the learning of group skills was accompanied by exercises designed to aid participants identify and deal with their feelings and attitudes about racial issues in general, with a particular emphasis on inter-racial relations in the schools.

Continuing consultation was provided for the participants of the workshop in the form of four two-hour sessions held during February, March, April, and May of 1971. The consultation sessions focused on helping the program participants solve problems which they themselves identified.

The expectation was that the 10 teachers and 2 counselors would return to their buildings and lead discussion groups to achieve the multiplier effect.

Outputs

The workshop sessions were well received by the teachers and counselors who attended. The interviewed participants suggested that the training be expanded to include more teachers. However, the principal of College Grove High School said he saw no visible change in attitudes among those teachers who attended the workshop sessions.

The multiplier effect was not achieved, probably because no structure was set-up to organize discussion groups at the building level.

Student Advisory Committees

In each of the four high schools she has set-up racially balanced student advisory committees as follows:

- Franklin High School--8 members--4 black, 4 white,
- College Grove High School--8 members--4 black, 4 white,
- Hillsboro High School--6 members--3 black, 3 white, and
- Bethesda High School--6 members--3 black, 3 white.

Note: No committees have been set up in the all white schools, although they intend to structure committees eventually.

The committee members are nominated by the teacher and elected by the students. The committees meet bi-weekly. The meetings are discussion groups attended often by non-committee members. They engage in interaction games, role-playing, and discussion. By talking with non-committee members about what transpires at the committee meetings, the members are to be a leaven throughout the student bodies. The graduate volunteer assistant helps with the committees.

Outputs

A teacher at the College Grove High School, commented that "the student groups reached over both races and promoted better understanding." He indicated that as a result of this activity, there was some change in parental attitudes and that the community was becoming more aware of its responsibility to become involved in problems of the school district. Mrs. Taylor the human relations director said, "The immediate problem is getting students comfortable with each other--then to structure plans and programs." She further said the principals are very cooperative but none have yet attended a meeting. She indicated no negative reactions from parents or students and some positive reaction from outsiders. She says the biggest problem is "peer pressure about mixing. Kids say they want to but are afraid to make the first move." Committee activities are a step in this direction.

This observer attended one of these meetings, but only one committee member was present. The other three were off on a basketball trip. The student, a black, said, "Meetings are O.K. once you get used to them." He thinks they will help. He talks with classmates about what goes on. He says his classmates think the meetings are, "kind of silly."

Curriculum Revision

The human relations director has been working with the chairman of the social studies department and some social studies teachers looking toward the inclusion of some black history and culture in the social studies curriculum.

Outputs

When interviewed, the chairman of the social studies department said he and his teachers agree generally that black studies should be included. They have identified materials for use but are unable to implement the program because no money is available for the additional materials required. They hope to secure a budget allocation for 1971-72.

CONCLUSIONS AND RECOMMENDATIONS

The human relations director is an energetic, resourceful person who appears to have accomplished a great deal with extremely limited resources. She is relying heavily on achieving the multiplier effect with both the teacher preparation program and the student advisory committees. However, without some structure to achieve this, it is not likely to result and her efforts will have helped only the participants.

The superintendent of schools should provide strong support by convincing principals and teachers that her activities and programs are high priority and important. Principals, if they chose to, could provide the structured, follow-up staff discussion groups and student meetings that would help ensure the multiplier effect of the teacher preparation and student advisory activities. They could also help schedule student advisory committee meetings so they are not in conflict with extra-curricular activities such as basketball trips.

The Bi-Racial advisory committee should elect a chairman, meet more frequently and use its influence with the superintendent and board of education to support more strongly the activities of the human relations director.

Much is needed in Williamson County. If funding becomes available the following is recommended:

- Provide a structure for an effective community participation program.
- The Teacher Training programs should be restructured to include more teacher participation.
- Develop a vehicle for parent-student-teacher participation programs to promote better racial attitudes.
- The Human Relations Director should be provided with an adequate staff to properly administer and interact with the community and the school system.
- Initiate a comprehensive planning activity to identify the needs of the district and develop programs to accommodate these needs.

General

One gets the impression that the human relations director is working in isolation. It may be the superintendent is using the very limited ESAP money this year for a person who will probe, identify needs, and make recommendations for the next school year. It is not clear whether or not the district is really serious about the work of the human relations director. In fairness, however, it probably would be unrealistic to expect much more from a $9,750.00 allocation.

This raises the question of ESAP funding. Is it wise to allocate inconsequential sums to any school district, and expect consequential returns? Perhaps no funding should be provided unless it is adequate to achieve some desired objective.

APPENDIX T

CASE HISTORY OF ESAP IN PENSACOLA, ESCAMBIA COUNTY, FLORIDA

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Other Participating Staff:	Van Ivey RMC, Inc.

PENSACOLA, ESCAMBIA COUNTY, FLORIDA

BACKGROUND

Community Description

Pensacola, Florida is located in the northwestern part of the state on the northern shore of Pensacola Bay about six miles north of the Gulf of Mexico and 50 miles southeast of Mobile, Alabama, and is the seat for Escambia County.

In 1960, the population of Pensacola was 56,752. In that year, for the first time in a federal census, the population exceeded 50,000 and the Pensacola standard metropolitan statistical area (Escambia and Santa Rosa Counties, population 203,376) was established. Population count for Pensacola and Escambia County as of July 1970 show 66,231 and 217,986 people, respectively.

The Escambia County School system consists of 66 schools with over 2,300 professionals employed. There are a total of 46,987 students and a school budget of 36 million dollars. The average cost per pupil is approximately $765.00. The ratio of black teachers to white teachers within the school system is 25 percent to 75 percent as dictated by the court order. The ratio in actuality is slightly higher in favor of the black teachers.

The implementation of the plan for desegregation has lent impetus to the flight from the (Pensacola) inner city schools. School Administrators feel the need to constantly study school boundaries, to check specific leads to determine if individual students are in the assigned school, and to counsel with parents and students who have real or imagined problems as a result of the massive movement of students from one school to another. This created a need for a director to deal with the problems of desegregation and social workers to assist with implementation.

The statistics for drop-outs from the Escambia School system for the 1970-71 school year have not yet been tabulated, although statistics for the 1966-70 school years are available. Drop-outs and transfers for the 1966-67 to 1969-70 school terms were 1,013, 834, 734, and 1,013, respectively. A sample survey for the first semester of the 1970-71 school year shows that there were 336 withdrawals. These figures reflect a true and accurate situation as far as can be determined. The County keeps statistics which are correlated to nineteen reasons why the individual has left school, but it is difficult to pinpoint exact reasons why children leave school, since often reasons given by the school and student are different.

Woodrow Darden, Deputy Superintendent for Business Affairs. a study committee of the League of Women Voters, believes overcrowding in the schools currently is the greatest threat to quality education in Escambia County. This plus the lack of modern facilities make it difficult to develop a solid educational program in the system. Most severely hit are the inner city Pensacola schools. These schools are of 1910 vintage and designed to cater to the solid and true 3 r's concept of the time. The facilities leave a lot to be desired, and even though progressive programs are being initiated within these woefully inadequate frames, it becomes a problem of space and facilities to adequately conduct meaningful educational sessions. Despite these difficulties, progress is being made.

The schools that came under the ESAP program were all in the inner city and were classified as the schools most seriously needing help. This needs no other confirmation than observation. As one teacher phrased it "when the temperature reaches 110° Fahrenheit in the classroom, the best immediate investment may be an air-conditioner." There is much truth in the statement.

Discussions with teachers and principals in some of the inner city schools revealed that one of the basic problems that exists is a lack of communication skills. This deficiency exists not only with students but also with teachers. The advent of a true unitary system has brought to the surface the dire necessity to look beyond the traditional approaches to education that previously brought about success and introduce the more "subtle psychological/attitudinal soft subjects which prepare the teacher and student to 'sensitizing' his skills for effectively coping with a desegregated environment," as one principal put it.

Social, Political and Racial Context

Facilities such as motels, restaurants, transportation, etc., are integrated in Escambia but there is little social desegregation, which some school people suggest is more an economic segregation than racial. However, the principal of P. K. Yonge Elementary School in the inner city noted that "a lot of children have been sent to private schools." The ratio for this size town is quite large. A black school board candidate said at a meeting on July 15, 1970: "I plan to be fair with all and to work with those who are trying together to rid the Escambia County School Board of its notorious record of favoritism." The Superintendent of Schools was quoted on August 27, 1970 "... made it clear that he would have preferred to keep the 'freedom of choice' integration program but said resistance to the court order would have been 'futile'." "I believe it is fine to fight when you have something to fight with and something to move toward," he added.

He expressed the hope the court would not intervene and order "excessive" busing should some elementary schools continue the trend toward becoming all black.

"We cannot help it if they become all black. We cannot control where people move," he explained.

"If the federal government was determined to eliminate all black schools, it should start in Washington, D. C. where the enrollment is 90.4 percent Negro," he added."[1]

Under the heading "Black Leaders Charge Bad Faith in Schools," the Pensacola Journal of December 8, 1970 reported, "Three Negro leaders have charged Escambia County school administrators with bad faith in the failure to comply with U. S. Office of Education guidelines for the $225,000 emergency desegregation project. ...The three, along with other community leaders, have faulted the administration for failure to form an advisory committee prior to the submission of the proposal as required by the guidelines. ...'Our feeling is that persons in the black community who head the groups designed to further the cause of justice for black people should have been consulted prior to the formation of this advisory committee,' stated the three Negro leaders."

The Escambia Education Association is very active politically in the election of state and local officials as well as in school board elections. One high school principal was a candidate for Republican State Representative.

Coverage of school news by the daily Pensacola Journal is extensive, comprehensive, and reasonably objective, and generally in support of good education. There is considerable political activity related to school issues, one ot which is desegregation.

One comes away feeling that the community is accomodating desegregation because they must, not that they want it. In the schools visited, however, principals, teachers, and aides all strongly support desegregation and are energetically doing their utmost to see that it is successful.

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[1] The Pensacola Journal, Thursday, August 27, 1970.

School Desegregation

The Escambia County School system was desegregated under court order as of April 1969. The court order dictates that the Superintendent and the Board of Education give, "full information to the public and work and cooperate with the Pensacola-Escambia County Interracial Committee, Community Committee, Parent-Teachers Associations and other committees and the public in order to create a spirit of good will among all of the school people, pupils, parents and the public." The order encourages the cooperation of all the public to make the plan work so as to assure the highest possible degree of quality education in all of the public schools of Escambia County.

The desegregation plan addresses the questions of busing, overcrowding, ratios of teaching personnel black to white, employment of new teachers, school boundaries and zones throughout the county, transfer requests, etc. A total of 18,600 students were reassigned under the approved desegregation plan.

The transition from a segregated to a desegregated situation in the Escambia County Schools was orderly. The community at large recognized that something had to be done, but progress was slow until the Court Order or 1969. The County PTA took initial steps in 1961 to improve the climate so that people would know what the desegregation process involved. The PTA directed its efforts to opening and maintaining productive channels of communications to reach parents and the community. This was done on a low-key basis to avoid sensationalism. In 1969 when the court order became reality (boundaries and ratios were set, etc.), there was concern on the part of the parents involved. However, the transition occurred smoothly, and there were few incidents because of concerted efforts carried out by the school administration, and all concerned. Rumors of fights and trouble are "just that--rumor" was the consensus of the Education Committee of the Pensacola Area Chamber of Commerce at a meeting in October 1970. The sheriff reported, "If I'm getting a true picture of the thing (trouble at the schools) it's not what people are talking about." The Pensacola police inspector said, "We haven't had problems in many areas that people have claimed. Quite a bit of it comes from the rumor mill and people are becoming frightened about the reports of trouble."

ESAP Project Summary

In redesigning the educational environment, the main effort has been to try to develop exemplary prototype model schools, and to improve teacher competency.

The following schools were targeted for the 1970-71 school year to share in ESAP funding.

Target Schools

A. V. Clubbs Middle
Blount Middle
Hallmark Elementary
P. K. Yonge Elementary
J. A. Gibson Elementary
A. A. Dixon Elementary
Allie Yniestra
Spencer Bibbs Elementary
Annie E. McMillan Elementary
A. M. DeVaughn Elementary
N. B. Cook Elementary
Agnes McReynolds Elementary
Goulding Elementary
C. A. Weis Elementary
Century Elementary
Carver Middle

Exemplary Prototype Model Schools

P. K. Yonge Elementary
Hallmark Elementary
A. V. Clubbs Middle

The activities funded in these schools by ESAP center around providing personnel, materials, equipment and support services to develop model programs to meet the individual needs of black children. Extensive, in-service teacher training is being provided to upgrade the basic instructional skills of teachers dealing with children of the "opposite race." Heavy use is being made of outside consultants in restructuring curriculum and organization and in teacher training. Temporary teachers are being funded to release regular teachers to plan and prepare for the solution to instructional problems. Teacher aides have been hired for assignment in the exemplary, prototype model schools. Six program specialists (helping teachers) have been funded to work with staffs and students of the target schools to revise curriculum, improve teaching methods and techniques, develop and help select materials and equipment for instructional purposes, and assist with the development of the exemplary, prototype model schools. Minor remodeling in several schools to accomodate the planned changes is being undertaken.

Other ESAP funded activities include the employment of a "program director" concerned primarily with problems of pupil assignment, school boundaries and insuring that students (mostly whites) attend their assigned schools. He is assisted by 2 visiting teachers. An assistant personnel director is being funded to devote full time to the problems that are an outgrowth of a massive reassignement of teachers that involved 75 percent of the black teachers and 25 percent of the white teachers to new teaching positions. Table T-1 shows budget figures.

Table T-1

ESAP BUDGET SUMMARY

RMC Activity Category	Budget Item	Budget	Subtotal
Non-Ethnic Classes and Materials	Program Specialists (6)	$69,000	
	Travel	6,000	
	Printing	1,400	
	Reproduction & Dupl.	200	
	Instructional Supplies	7,000	
	Equipment	15,000	
	Materials	2,000	$100,600
Counseling Support	Visiting Teachers (2)	25,000	
	Travel	1,200	26,200
Teacher Aides and Support Personnel	Teacher Aides (4)	12,000	12,000
Teacher Training	Stipend	9,000	
	Sub-Teachers	8,000	
	Contracted Services	10,000	27,000
Administrative Personnel	Program Director	13,500	
	Ass't Program Director (Personnel)	12,500	
	Clerical (2)	8,000	
	Travel	1,000	
	Telephone	1,200	47,225
Materials	B. P. I. Benefits	11,025	
	Supplies & Materials	2,000	
	Printing	1,600	
	Reproduction & Dupl.	270	
	Miscellaneous	1,000	
	Equipment	3,000	7,870
Facilities Improvement	Renovation	4,000	4,000
Total			224,895

Bi-Racial Advisory Committee

The ESAP bi-racial committee consists of twelve members of which six are black and six are white. Five members are female, seven are male. The following is a list of members and their affiliation:

Name	Affiliation
Mr. Beno English	Title I. Advisory Committee
Dr. J. Monroe Spencer	Profession-Dentist
Miss Rita E. Jones	E.E.A. (Teacher's Professional organization)
Mr. Waldo Carroll	Civic & Business C. of C. Executive Secretary
Mrs. Tennie Sosh (Chairman)	Community at Large Active in PTA
Mr. Michael Siegel	Community Action Program
*Mrs. Theodore Marshall	Community Education Program
*Rev. Nathaniel Smith	Escambia Welfare League NAACP
*Mr. Julius Byrd	Beesley Packing Company
*Mrs. Alex Bell	Parent
*Mr. Brice Stevenson	Parent
*Mrs. Margaret Owens	Parent

Regular meetings are held once a month (at 10:30 am) and usually last 1-1/2 hours. Representation dropped off (6 or 7 out of 12 attended) due to the time of the meetings, so starting June 1st, monthly meetings will be conducted at 6:30 in the evening in acticipation of a total turnout.

It is the desire of the committee that an effective transition in desegregation occur and that the final outcome result in a quality educational environment for all students and teachers. The committee recognizes that the school system is in dire need of innovative programs to meet the needs of the children. It recognizes that self-image enhancement (for the students) must be made an integral part of the curriculum if success is to be realized. It is currently working very closely with the school administration in designing and developing programs for students that are below grade levels.

The Advisory Committee affects the school administration by the process of review and recommendation on ESAP programs. The group is now in the process of summarizing its year's activity and is developing a set of recommendations for next year's work. This document will be presented to the school administration at the end of this school term. The chairman of the committee said that the members felt that this year's money was wisely spent (it was as if ESAP funds provided the

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[*] Parent of children in Project Schools.

seeds for future growth) fut that for the following year funds can be put into areas of greater immediate return. Those areas include the development of the paired-school concept, meeting of student individual needs (self enhancement programs, etc.) and involving more parents in the educational process of the district.

Once of the more fascinating aspects of the work of the committee was an issue not specifically within its role. The committee has made a nine point recommendation, through the local state legislators, to fund the ESAP activity on the state level for the coming year in the event that ESAP funds would not be available.

ESAP ACTIVITIES

Because special teacher preparation and special curriculum revision activities are such a large part of the Escambia ESAP effort, the reviewers spent three days in the exemplary, model prototype schools and two other targeted schools observing and interviewing. Less time was spent on the other ESAP funded activities. In Escambia, Teacher Training, Teacher Aides, and Non-Ethnic Classes and Materials activities are so closely intertwined it is difficult to treat them separately. Therefore, they are being detailed below together.

Teacher Training, Teacher Aides, and Non-Ethnic Classes and Materials Activities

Context and Activity Design

As identified by Dr. Curtis Killough, Assistant Superintendent of Schools for Curriculum Development and Instruction, there are two primary needs in the instructional program of the affected schools: improving teacher competency and the development of exemplary, prototype models. He points out that the mechanics of desegregation have placed a "great strain" upon the resources of the school system. "The reassignment of 75 percent of our black teachers and 25 percent of our white teachers was a dramatic change which left many teachers with feelings of insecurity and caused problems of adjustment to new situations. The school system has an obligation to assist these teachers through counseling and in-service training in new areas of sensitivity training and understanding and working in the "new" unitary school system. This program, through the use of curriculum coordinators (program specialists), in-service training for teachers, and other support, will assist teachers in adapting their approaches to learning so that they can more effectively provide a supportive environment for their pupils. Because studies indicate a high correlation between reported self-concept--the pupil's feelings about himself--and pupil achievement, we will place emphasis on providing experiences which contribute to the development of a realistic positive self-concept. ... This plan is based on the premise that the exodus from inner city schools cannot be halted and reversed unless a dramatic new learning environment is created in these schools. This environmental change in selected schools will involve changes in organizational patterns and types of learning materials used, a redefinition of the responsibility of the staff and a change in the role of the learner. In this program the learner will have the opportunity to assume more responsibility for his own learning activities. We will utilize small group instruction and continuous flexible grouping of students and teams of teachers. This phase of the project is predicated on the belief that flexible innovating approaches to learning will encourage the professional growth of the instructional staff, insure an enriched curriculum, and provide for students to become more active learners."

The objectives then, of the program of teacher preparation are:

- To help teachers develop wholesome attitudes and adaptive behaviors in the new situation.
- Improve teacher competency.
- Develop prototype exemplary models.
- Shift from the self-contained classroom to team-teaching, flexible grouping, small group instruction.

Activity Process

The effort was concentrated in the inner city schools. Outside consultants from the colleges and universities were retained to work with the building staffs. The district employed six program specialists (master teachers) to work with individual and groups of teachers, and materials are being secured or developed by selected building staff members working with the program specialists. Thus, the 1970-71 school year is primarily a year of preparation--to implement the small group, team teaching instructional organization to go into operation 1971-72.

The efforts at the P. K. Yonge School are those appropriate to a school in a transitional year, i.e., moving from the traditional structure to a non-graded flexible grouping, small group instruction program.

P. K. Yonge included grades K through 5. Its enrollment is 360, including 305 black students, 55 white students. The staff ratio is 30 percent black, 70 percent white. Four college consultants worked with teachers, and demonstrated behavior modification and positive reinforcement techniques. Two consultants from the University of West Florida worked on problems of desegregation, and helped teachers set up learning centers in their classrooms. A good deal of work has been done this year by teachers, with an emphasis on communications skills, including listening, speaking, responding in complete sentences, etc. They are using language master machines, the Roche Van-Allen materials, the Scott Foresman Open Highways, and in the lower grades much manipulative material, including puzzles, puppets, wooden fruit, blocks, beads, sandpaper letters, etc. Concomitantly, space is being opened by removing walls, installing acoustical ceilings, better lighting, and carpeting. Teachers have been meeting weekly with the program specialists developing a mathematics curriculum organized around behavioral objectives. This work is well along. An examination of the work to date was made and it appears solid. One teacher at fifth grade has already organized her room completely for small group and some individualized instruction in reading, spelling, and mathematics. She could not have done this with ESAP funding for the purchase of furniture, carpeting, learning aids materials and a teacher aide who spends one-half day every day with her. She has 29 children in her class, 25 black and 4 whites. The children are pretested with a teacher-made test and then given unit tests at the end of each unit with the items coming mostly from the County Curriculum Guide.

The program specialist has worked with all teachers on individualizing in all subject areas, helped with curriculum writing, done some demonstration teaching, and has helped teachers up-date their teaching skills and classroom techniques. One program specialist has spent much time with one teacher burdened with many problems, and probably, has salvaged that teacher by demonstrating with her group more effective techniques for teaching and class management, which she is now employing successfully.

The school is now structured on 13 levels instead of grades. Children can move back and forth between levels. One additional aide spends one-half hour each day with each of seven teachers.

A summer program of in-service is planned for teachers to complete their readiness for small-group instruction in an ungraded, team-teaching organization. Planned summer activities include four workshops involving teachers in planning instructional programs for the 1971-72 school year. Arrangements have been made for some teachers to attend workshops on the university campus during the summer focusing on flexible grouping, team-teaching and continuous progress planning.

Hallmark is another central city school. It houses grades one through three, has a student population of 400, 269 black and 137 white. Two activites are noteworthy at Hallmark. The teacher preparation program is essentially the same as that at P. K. Yonge except most of the Hallmark teachers have taken a first step toward individualization by establishing interest centers in their rooms and implementing the mechanics of assigning children and providing a variety of activities at each center; in short, teachers are individualizing within their own rooms to try to provide for differing learning rates and learning styles.

The Developmental Reading Program at Hallmark is in a well-equipped large room. It accommodates 200 children who work with a reading teacher and two aides. Children's needs are identified using the Metropolitan Achievement tests in first grade and California Achievement tests in third grade. An informal teacher-made inventory is used with all children. Careful unit and daily progress records are kept. Equipment observed in use included the Hoffman program, a record film strip program, controlled readers, overhead projectors, tape recorders. The children come in groups from their regular classrooms for a 30 or 40 minute period daily and then return to their regular classrooms. The reading teacher plans each child's program--then she and the aides work with small groups and individual children to implement the prescription.

The Clubb Middle School includes grades six, seven, and eight and is an inner city school. On the advice of some of the black staff members, it seemed most important to try to build the black self-image. It was decided that the best vehicle to accomplish this was social studies, which all children take. The school has a population of about 800 students, 70 percent black and 30 percent white. Accordingly the social studies curriculum was revised by the staff to include strong emphasis on black history, culture and contributions. To accommodate the new program emphasis and methodology, a social studies resource center is under development and is now used by seven teachers each day together with their classes. It is not yet fully operational. Some modest renovations had to be undertaken, including installation of cabinets, storage areas, listening stations, study carrels, etc. Equipment had to be secured, including some new furniture, slide projectors, tape recorders and cassettes, previewers, film loops, slides, printed materials with a low reading but high interest level. It is a multi-media center for which teachers had to be trained. The project is coordinated by a black social studies teacher who acts as a kind of department chairman. The center is used by each social studies teacher who moves with his class to that room.

The program specialists have been used on a spot basis with some teachers, e.g., a few not emotionally ready for desegregation. One aide is used in the social studies project as a clerk-typist and an assistant in the securing of materials and equipment for the social studies resource center.

The Cooke school includes grades one through five, has an enrollment of 300 students, 90 percent black and 10 percent white. The program specialist here has been concentrating on the curriculum development and teacher preparation necessary to individualize instruction during the school year 1971-72. They have begun a multi-level program at 4th and 5th grade because these teachers seemed more enthusiastic and the need was thought greater at 4th and 5th grade because of the wide range of student differences. They are using the Brevard County curriculum in math and are writing their own reading curriculum. Some teachers have visited other schools this year with substitutes paid by ESAP. Five teachers will be funded by ESAP to work this summer on finishing the reading curriculum and securing the materials to support it. One teacher and the program specialist will be funded by ESAP for a two-week summer workshop on individualization. A learning center is being established in the building; to date, using ESAP money, cassette tape recorders, a language master, a listening center, games and manipulative materials, and an overhead projector have been secured.

This was a year of preparation at Cooke with the principal and program specialist taking the lead. Next year the 4th and 5th grades should be on a multi-level, team-teaching program. Building renovations will go forward this summer to open up large new instructional areas. The program specialist additionally has done some individual remedial work with some children. And four teachers are trying multi-level teaching this year.

The MacMillan school houses 1st and 2nd grades. Its population is 265--238 blacks, 27 whites. The ESAP is funding the program specialist here, as in the other schools. Here too, the program is aimed at getting teachers to individualize instruction during 1970-71. A work shop on the Open Highways Program, a linguistic approach to reading, was conducted for the 12 teachers. Substitutes were paid so the teachers could attend. Visits to other schools were made by the principal and teachers. The schools visited are using the open plan and were recommended by county education supervisors. A workshop for teachers was funded. Consultants were used to help teachers understand different ways of individualizing. There were six sessions of two hours each. Teachers were paid $3.75 per hour of attendance. Released time was provided to teachers developing a continuum of skills in behavioral terms in Reading and Arithmetic. A two-week workshop is planned this summer to enable teachers to develop the materials to implement the continuums. All teachers in the building, except one, are trying some small group instruction this spring. Equipment purchased to date includes, listening stations, cassettes and tape-players, and film strip projectors. The Open Highways Program is presently in use with some children.

Outputs

The outcomes of these activities for the target schools can be summarized as follows:

- This is a transitional year. A solid foundation appears to have been laid for a move, on a broad scale, during 1970-71 to more individualization of instruction, in a non-graded, team-teaching organization in some schools and to intra-class small group instruction in others. Indeed some is already in operation, e.g., Mrs. Laopicalo's 5th grade group at P. K. Yonge, four teachers trying multi-level instruction at Cooke, the interest centers at Hallmark, the intra-class small group instruction at MacMillan. None of this would have been possible without ESAP.

- There has been some multiplier effect from Mrs. Laopicalo's experience. She has conducted work shops in her own and other schools, reportedly well received because she is a classroom teacher talking to classroom teachers.

- One principal reports a change in teacher-attitudes. The whites and blacks are more cooperative and helpful to each other. The black social studies chairman at Clubb said, "Black and white teachers are even socializing outside of school."

- Teachers and principals alike feel the program specialists have been especially helpful--except there are not enough of them.

- One aide said she is "much happier under this system than in the traditional set-up. I like to think I am contributing something to these children."

- One principal reported teachers are happier--"it makes teachers more successful with all children, particularly blacks." One teacher commented "The whole atmosphere is a happier one--it's one of helpfulness."

- For the children, principals and teachers alike feel the program, even in its beginning stages, is contributing to their self-esteem and sense of personal worth. "Children think everyone is a learner--at the low end they're much happier." The staff feels "children are becoming more independent by working in small groups with minimal support." "Children feel wanted and loved." "They are relating better to principal and teachers." They felt children are expressing themselves "fully." The principal at Clubb Middle school feels the social studies program has paid off. There are no more gang fights and there has been a lessening of the theft problem" One teacher said, "When children find success, they forget their other problems." The social studies chairman felt the program is "building the black self-image--it's building white respect for blacks."

- There is some evidence that parents are responding well. Five parents who visited Mrs. Laopicallo's individualized fifth grade at P. K. Yonge were "happy" with what the children were doing. Comments on the report cards have been positive--except one parent who was disturbed that there were no grades. Also at P. K. Yonge, whereas there was no parent participation last year, 30 parents came to activity day this year. At the parent dinner, there was a full house. At Hallmark the principal reports, "a lot of positive parent comment--in addition, 100 parents helped clean the school yard this year." At Clubb Middle school the principal reports, "whites are slowly beginning to come back. The white parent attitude is changing--haven't had a half-dozen complaints this year." Another principal says, "parents convinced all levels of children are getting an education." He hopes the better program will be an incentive for whites to send their kids back to public schools." He thinks, since the "kids are happier, maybe it will spill over onto the parents." "The black militants' attitude is softening." The black social studies chairman at Clubb says, "when kids go back home they can say, 'mom or dad, it isn't like this. James is my friend.' Maybe parents will gradually change their relationships."
- One principal summed it up by saying that, "without ESAP we would have the same old traditional set-up we've had for the past 150 years. Now we can individualize."

Counseling Support

Activity Design and Process

Under the direction of the program director two visiting teachers perform the following functions:

- Supervise attendance of pupils to ensure compliance with the federal court order.
- Provide parents with counseling service, to dispel imagined fears of inadequate education or unsatisfactory conditions at the schools.
- Investigate and recommend action on claims of hardship resulting in families who properly observe the courts' ordered attendance areas.
- Continuous study and assessment of the racial composition of attendance areas.
- Maintaining communication with community leaders and agencies and organizations to ensure that all resources are utilized in resolving problems.

Considerable home visitation is necessary in the performance of their duties.

Outputs

The outcomes of their work, as summarized by the program director are first, a substantial reduction in boundary jumpers, i.e., parents who send their children to schools outside their assigned attendance areas. Some limited public relations value is also claimed, i.e., the visiting teachers are a communications link with some families, but since their function is essentially one of policing compliance with the court ordered attendance zone boundaries, the public relations value is probably very limited.

Administrative Personnel

There are essentially two components to this activity: (1) a program director, and (2) an assistant director plus supporting clerical staff and administrative support, i.e., travel, office expense, some equipment, supplies, etc.

1. The program director is concerned primarily with a continuing study of school boundaries, checking specific leads to determine if individual students are in the assigned school and to counsel with parents and students who have real or imagined problems as a result of the movement of students from one school to another. The court order mandates districting in a reasonable manner, i.e., a ratio of four whites to one black school by school. The program director, in addition to supervising the two visiting teachers, included under special pupil personnel activities described above, is constantly trying to pinpoint problems that would arise from boundary changes. An example, is what effect on racial balance will the completion of a new, low-cost housing development have? He is concerned, too, with the impact on racial balance that results in some areas because the whites are going to private schools.

   Until the program director was funded by ESAP, his functions were assigned to the Assistant Superintendent of Schools for Instruction. He could do neither his primary job nor perform the functions of the program director effectively in a dual capacity.

   The program director performs his function primarily by persuasion with parents in violation of the boundary limits. He tries to function in a humane, but none the less positive manner with violators.

   Outcomes of his work, he says are:

   (a) a reduction in boundary jumpers;

   (b) some indirect, constructive public relations;

(c) keeping the superintendent and his staff currently informed with regard to problems affecting the racial balance of the schools.

The assistant director deals primarily with teacher personnel problems. He is concerned with problems resulting from the reassignment of seventy-five percent of the black teachers in the system and twenty-five percent of the white teachers. He says many teachers feel insecure, have problems adjusting to the new situations and feel unable to cope with the problems. He counsels with them and helps steer them into pertinent and helpful in-service programs. He coordinates all in-service training in the district.

The outcomes of his efforts in the schools observed were covered in the section dealing with special teacher preparation and related curriculum activities.

CONCLUSIONS

Teacher Training, Teacher Aides, and Non-Ethnic Classes and Materials Activities

This was a year of preparation in the inner city schools of Escambia. The plan has basically two elements, (1) arrange space and secure materials and equipment, and (2) prepare teachers to move across the board to small group and individualized instruction during 1970-71. The one cannot be accomplished without the other. If small group instruction and more individualization is accepted as an improvement over the traditional approach, then the result will be a contribution to quality education. The same conclusion can be drawn with regard to the introduction of black studies into the curriculum and the establishment of the social studies resource center at the Clubb Middle school. Teachers seem enthusiastic about the impending changes and seem convinced that childrens' individual needs as identified, cannot be accommodated unless there is an opportunity for more individualization. This reorganization in Escambia, probably could not be accomplished without the special assistance of the program specialists this year, and their supportive help to teachers as the plan goes into full scale operation during 1970-71. The use of the university consultants, the employment of substitutes to release teachers to visit other programs and attend in-service sessions, and the payment of hourly stipends to teachers to attend out-of-school-hours in-service sessions appear to have contributed to preparing teachers for accepting the new more individualized approach. The hope, of course, is that the new approach will be an incentive for more whites to send their children back to public school, thereby contributing to successful desegregation. Concomitantly, if the blacks are convinced the schools are "really trying" with their children, it should improve the black's image of the public schools and reduce their frustration with the system. Even the limited degree to which the schools have been able to accomplish more individualization this year, seems to have triggered more parent participation, particularly at P. K. Yonge and Hallmark. The closer communication between students and teachers this year seems to have enhanced the desegregation process. There have been no community or student incidents up to the time of this observation. The black social studies chairman summed up some of the impact of the social studies change and the introduction of black studies by saying, "It's building black self-image--white respect for blacks and changing parent relationships."

The in-service courses and individual counseling by the assistant program director and the program specialists seem to have worked effectively in alleviating any teacher insecurity and individual teacher adjustment problems resulting from reassignment. In the schools visited this observer could detect no teacher uneasiness.

It is concluded, therefore, that these activities were worthwhile expenditures of ESAP funds. The programs promise to improve the quality of education and seem to be enhancing the desegregation process. The proof, of course, will be the degree to which these schools successfully implement small group, more individualized programming in the school year 1970-71.

Counseling Support

The functions performed by the two visiting teachers are essential in any school district. The quantity of boundary checking probably increased because of desegregation. The two visiting teachers appear to be working in a reasonably effective manner. To this degree use of ESAP money may be justified.

Why their functions are centralized is not clear. Might it not be appropriate for the individual building principals to perform the boundary enforcement task? This is a normal part of the work of principals in most school systems, i. e., insuring that the compulsory attendance laws are enforced for their attendance area and insuring that children in their buildings reside in the attendance zone assigned to that building. For this reason, it cannot be recommended that continued ESAP funding be provided this activity.

Administrative Personnel

As indicated in the body of the report, the program director (local title) is not performing the usual functions associated with this title. He is a central office attendance officer and the districts research man for problems in connection with school attendance zones related to the court ordered desegregation. He keeps the superintendent and appropriate staff informed about the problems as they emerge or as they can be anticipated.

While these functions are necessary and in part, related to problems of desegregation, except as aggravated by desegregation they are problems incidental to the orderly running of any school district. It would seem appropriate therefore, that such a position be paid for with local funds, as has been traditionally done in many districts of similar or larger size. Additional help as needed to cope with that part of the problem caused by desegregation might be a legitimate ESAP expenditure, but only that part.

It is recommended, therefore, that this office and its incumbent not continue to be funded by ESAP exclusively.

The assistant director, since he is involved with staff counseling, teacher-in-service programming and allied curriculum revision should continue to be funded by ESAP. This recommendation is made because the staff counseling needed arises largely because of staff reassignments incidental to the desegregation order. The curriculum revisions and necessary teacher preparation are needed to come to grips with the problem of adaptive education for the underachievers, largely from the minority population.

General

While the Escambia School system is in no position to demonstrate finished products, present indications are that the ESAP project is and will be successful in dealing with some of the personnel and instructional problems identified, and in serving as a catalyst for the reallocation of existing resources to the needs of the target schools. This federally funded project has clearly been one of the most useful federal projects that has been implemented in this area.

The exemplary model at Clubbs in social studies has proved its value, even though it is not yet complete. One consequence of it is the more extensive planning that is going forward by the staff that, in the long run, may be more relevant than the original revision, e.g., what emerged is the identification of a desperate need for pre-vocational course offerings. Many of the students plan to go to work, some relatively soon. Accordingly, a program has been planned for 1970-71 including consumer credit, some horticulture, mass food preparation, clothes alterations, etc. The staff wants to develop a work-study program. The hope is that ESAP funding will provide some help.

The scope of this ESAP activity is quite broad in relation to the funding available. This raises the question of whether or not greater success could have been achieved by limiting the funded activities to fewer target schools. It should be noted, however, that Escambia, like other ESAP districts, did not have sufficient time to plan as carefully as they would have done if more lead time had been provided between notification of eligibility to submit projects and the actual submission of a project proposal.

The model program aspect of this activity has been reasonably successful and has clearly served the purpose of encouraging other schools to plan innovative approaches to education. Perhaps the drive to show concrete results was a little too rapid. The buildings generally are in extremely poor condition physically. A massive clean-up, paint-up, refurbish program is sorely needed. The educational changes desired and being implemented are handicapped because of the uninspiring and depressing physical surroundings which are not conducive to either student learning or effective teaching.

The whole program of individualized and adaptive teaching needs to be articulated with the schools into which the model schools are feeding. There was little evidence that the receiving schools are planning modifications in their programs needed to capitalize on the benefits accruing to the youngsters in the model schools.

The observer comes away nevertheless with the impression of great forward movement toward improving the quality of education by accommodating the individual needs of children. The teaching and administrative staffs are optimistic and enthusiastic. Indirectly this contributes to successful desegregation, for when parents are convinced the schools are really trying with individual children their image of the schools changes from suspicion to acceptance and active support.

RECOMMENDATIONS

- We recommend the continuation of ESAP funded teacher training and Non-Ethnic Classes and Materials activities observed in Pensacola, and the activities of the assistant program director if resources permit. They are components in a well-conceived plan of desegregation and improvement of the quality of the instructional program.
- If it has not been done already, it is recommended that a careful search be made for packaged programs and materials available from the education industry or from other school districts. It is desirable for teachers to have some exercise in the writing of performance objectives--but it may not be necessary, and perhaps even not desirable, for staffs to have to complete this chore for entire subject areas. The experience of others should be capitalized upon.
- If funds can be found, a massive refurbishing program is needed in the schools observed.
- Articulation between the feeder schools and receiving schools should be undertaken promptly to insure consistency of approach with children, and to preserve and advance the progress the children are making in the model schools.

- If funds are available, establish the pre-vocational and work-study programs planned at Clubbs Middle School.
- Committee meetings for the BRAC are better suited for early evening when committee members are more likely to be able to attend meetings. They should be so scheduled.
- Other sources of funding should be found for the program director.
- Consideration should be given to having the principals and their assistants perform the functions of the visiting teachers.